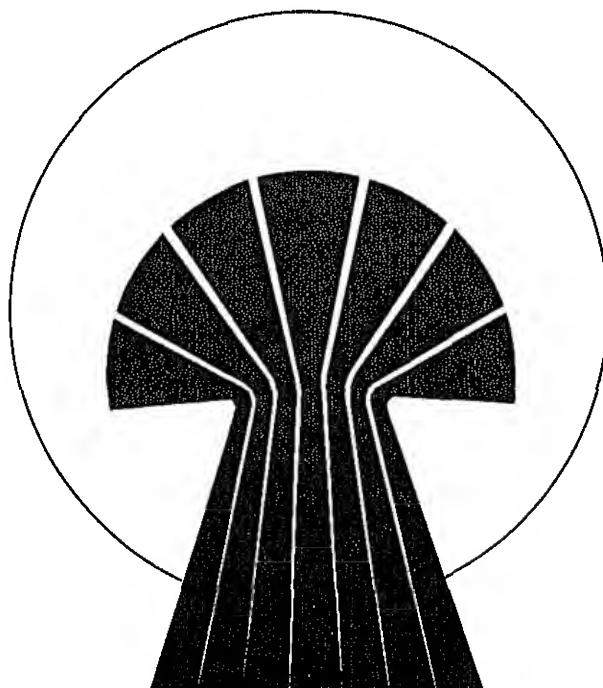


FOOD

Reports, Legislation and Information Sources
A Guide Issued by the Comptroller General



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INTRODUCTION

This prototype edition of *Food: Reports, Legislation and Information Sources* contains over 500 citations and abstracts of food-related documents released by the General Accounting Office, Office of Technology Assessment, Congressional Budget Office, Congressional Research Service and Congressional Committees from July 1973 through September 1977. This guide is the second in a series of planned topical directories (the first was *GAO Energy Digest*) to be issued by the Comptroller General. Topics covered include domestic feeding programs, food safety and quality, nutrition, food production resources, farm marketing and distribution, price supports, food aid, trade policy, population control and food policy. The appendices include selected congressional committee prints, pertinent references from GAO's Congressional Sourcebook Series, and a synopsis of major food legislation.

HOW TO USE THE GUIDE

The guide is organized into three sections: A CITATION SECTION, an APPENDIX SECTION, and an INDEX SECTION.

CITATION SECTION

Brief descriptions of the documents are arranged under 15 subject categories for easy browsing. (See the table of contents for a listing of the subject categories.) Most citations incorporate informative abstracts and contain some or all of the following information: accession number, title, document number, date, pagination, type of document, addressee, author, agency/organization, congressional relevance, legislative authority, and the data base reference number. A sample entry is shown on page vi.

APPENDIX SECTION

Appendix 1 contains citations of congressional documents on food. Appendices 2-4 were derived from machine-readable data bases developed by GAO's Program Analysis Division for the Congressional Sourcebook Series. Appendix 5 was developed by GAO's Food Staff. All items in each of the appendices are in sequential accession number order. The five appendices are described below:

(1) *Congressional Documents on Food*. Contains primarily committee prints arranged under four broad topics. (See the table of contents for a listing of subject categories.)

(2) *Federal Information Sources and Systems on Food*. Lists Federal information sources and systems alphabetically by agency and then by title.

(3) *Recurring Reports to the Congress on Food*. Contains bibliographic citations of both required and voluntary food reports submitted to the Congress by Federal departments and agencies. The reports are arranged alphabetically by agency and then by title.

(4) *Federal Program Evaluations on Food*. Contains executive agency program evaluation reports arranged alphabetically by agency and then by title.

(5) *Major Food Legislation*. Includes abstracts of significant food-related legislation enacted through the first session of the 95th Congress.

INDEX SECTION

Three separate indexes enable the user to search for information by one or any combination of the following points: subject, agency/organization, and congressional relevance.

(1) *Subject Index*. (Includes descriptors, identifiers, and the short title of the laws listed in Appendix 5.)

(2) *Agency/Organization Index*. (Includes both Federal agencies and nongovernmental corporate bodies.)

(3) *Congressional Index*. (Includes entries under relevant congressional committees/agencies, and individual Representatives and Senators to whom documents are addressed.)

HOW TO OBTAIN DOCUMENTS

All documents announced in the Citation Section are available on request from the following unit:

Distribution Section
U S General Accounting Office
441 G St., N.W., Room 4522
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(To order, use the 5-digit accession number assigned to each entry)

Documents cited in Appendix 1 are available from

(1) The congressional committee or subcommittee which published the documents.

or

(2) Congressional Information Service
Customer Service Representative
P O. Box 30056
Washington, D C 20014
Telephone (301) 654-1550

(Use the report number following the title as the CIS order number.)

or

(3) U.S. Government Printing Office
North Capitol between G and H St., N.W.
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Documents and information cited in Appendices 2-4 are not stocked at the General Accounting Office. *Contact the originating agency indicated.*

Public laws cited in Appendix 5 may be found in the U.S. Code or the Statutes-at-Large. If the laws have not been codified, copies may be obtained from:

U S Government Printing Office
North Capitol between G and H St , N W.
Washington, D C 20401
Telephone (202) 783-3230

HOW TO OBTAIN COPIES OF THE PROTOTYPE GUIDE

Both microfiche and paper copies of this guide are available to Members of Congress, congressional committee staff members, officials of Federal, State, and local governments, non-profit organizations, and college libraries, faculty members, and students by writing to:

General Accounting Office
Section, Room 4522
N.W.
20548

Governmental officials may purchase the guide by writing to:

Documents
Printing Office
20401

or this volume is 020-000-00161-5.

ADDITIONAL INFORMATION AND/OR SUGGESTIONS

This food minisourcebook is a prototype effort in the food area, and we would appreciate any feedback from the readers on its usefulness. If you wish to provide comments or if you require further information, please contact one of the following:

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SAMPLE ENTRY

Accession Number	999	
Title	<i>An Appraisal of the Special Summer Food Service Program for Children.</i> RED-75-336; B-178564 February 14, 1977. 34 pp. + 5	
Document Report Number	appendices (7 pp.).	Pagination
Type of Document	Report to the Congress; by Robert F. Keller, Acting Comptroller General.	
Addressee	Organization Concerned: Department of Agriculture, Food and Nutrition Service.	Author
Congressional Relevance	Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry; Congress.	Agency/Organization Concerned
Legislative Authority	Authority: National School Lunch Act, as amended § 13 (42 U.S.C 1751 et seq).	Source Data Base
	Data Base Reference: G01735	G = GAO Documents E = E-Series Sourcebook R = R-Series Sourcebook S = S-Series Sourcebook
Abstract	The Special Summer Food Service Program for Children, which is administered by the Food and Nutrition Service, is designed to feed children during their summer vacation period. Federal assistance to the program is provided either through aid to State educational agencies or through aid from the Food and Nutrition Service's regional offices to nonprofit food services operated by. . . .	Accession Number under which this item appears in the original data base.

CITATION SECTION

Citation Section

SAFE AND NUTRITIOUS FOOD

DOMESTIC FEEDING PROGRAMS

001

[*Comments on Food and Nutrition Service's Proposed Medical Evaluation of the Special Supplemental Food Program*]. March 5, 1974. 3 pp. + enclosure (22 pp.).

Report to Edward J. Hekman, Administrator, Food and Nutrition Service; by Richard J. Woods, Assistant Director.

Organization Concerned: University of North Carolina.
Authority: P.L. 92-433.

With the aid of consultants, a study was performed of the Food and Nutrition Service's (FNS) evaluation of medical benefits of the Special Supplemental Food Program. An evaluation design was proposed by the University of North Carolina under contract to FNS. *Findings/Conclusions:* There was concern that the evaluation would not meet the congressional intent of providing sufficient conclusive data on which to base recommendations regarding continuation of the program. Inherent obstacles to successful completion of the proposed evaluation were: lack of accepted standards by which to measure nutritional benefit; probability that little measurable benefit can be found among patients at health clinics; problems involved in the quality of data collected at widely dispersed sites with varying factors; and difficulties in determining whether food was consumed by intended recipients. Other factors limiting the usefulness of data to be collected were that evaluation samples would probably not show benefits because there is no requirement for any level of "nutritional risk," and there are no controls for isolating any factor as the cause of benefits. If the evaluation is to be carried out in spite of limitations, every effort should be made to increase the integrity of the data. (HTW)

002

Effectiveness of Project FIND: Helping the Elderly Obtain Food Assistance and Other Services. B-164031(3). April 5, 1974. 31 pp. + 3 appendices (6 pp.).

Report to Sen. Frank Church, Chairman, Senate Special Committee on Aging; by Elmer B. Staats, Comptroller General.

Organization Concerned: Social Security Administration; Department of Agriculture; Department of Health, Education, and Welfare; American National Red Cross.

Congressional Relevance: Senate Special Committee on Aging.
Authority: Food Stamp Act, as amended.

The objective of Project FIND was to contact and enroll eligible elderly citizens in food stamp and commodity distribution programs. The project began in August 1972 with a mailing to selected elderly persons of brochures describing benefits and eligibility criteria. Persons who thought they were eligible were to contact local offices or return an enclosed card for more information. Assistance was provided by American National Red Cross volunteers. *Findings/Conclusions:* Direct Federal cost of the project was about \$2 million. The Department of Agriculture estimated that about 190,000 elderly, about 6.3% of the target population, were enrolled in Federal food assistance programs as a result of the project. This estimate seemed to be overstated. In counties reviewed by GAO, the number of per-

sons enrolled through the project was estimated to be a very small percentage of the elderly poor. Only a small number of elderly requiring services other than food was identified. Factors limiting the effectiveness of the project were: a limited time schedule resulting in insufficient home visits, timing of the project that conflicted with other volunteer activities; ineligibility of some elderly because of an increase in social security benefits; incorrect information in brochures; limited training of volunteers; lack of coordination; and difficulties in reaching inner-city areas. *Recommendations:* Future projects should include: better advance planning, consideration of factors affecting the impact of projects, allowing a reasonable time for completion, and developing procedures for monitoring and evaluating in the planning stage. (HTW)

003

Administration and Effectiveness of Family Food Programs on Selected Indian Reservations in New Mexico and South Dakota. A-51604. May 30, 1974. 22 pp. + appendix (1 pp.).

Report to Sen. George S. McGovern, Chairman, Senate Select Committee on Nutrition and Human Needs; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Food and Nutrition Service.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Agriculture and Consumer Protection Act of 1973 (P.L. 93-86; 87 Stat. 221). Food Stamp Act of 1964, as amended (7 U.S.C. 2011). Agricultural Act of 1949, § 416 (7 U.S.C. 1431). 7 U.S.C. 2013(b). 7 U.S.C. 612c. S. 2871 (93rd Cong.). S. 3235 (93rd Cong.). H.R. 1311 (93rd Cong.). H.R. 13168 (93rd Cong.). H.R. 13171 (93rd Cong.). H.R. 13306 (93rd Cong.). H.R. 13380 (93rd Cong.). H.R. 13417 (93rd Cong.). H.R. 13734 (93rd Cong.).

A review of the food stamp program as it relates to Indians on selected reservations in Sandoval County, New Mexico, and of the food stamp and food distribution programs as they relate to Indians on the Cheyenne River, Pine Ridge, and Rosebud Reservations in South Dakota showed that the States' administration of the food stamp programs was generally satisfactory. *Findings/Conclusions:* There is no evidence that tribal government administration of the food stamp program would be any more efficient or effective than State agency administration. No problems appeared unique to the Indians that would prevent them from obtaining adequate diets under either the food stamp or food distribution program. *Recommendations:* If reservations now participating in the food distribution program are to be brought into the food stamp program, the Food and Nutrition Service (FNS) should make a concerted effort, before the food stamp program starts, to inform potentially eligible Indians of the benefits of the program and how it operates. FNS should work with the State administering agencies, particularly in South Dakota, to assess the need for more and better located food stamp issuance points and the feasibility of mailing stamps to participants. The Department of Agriculture should make a concerted effort to implement, for all Indian participants in the family food assistance programs, nutrition education programs that recognize Indian living conditions and customs. If the food distribution program is continued, such programs should emphasize how best to use and properly supplement the donated foods. In those areas having or switching to the food stamp program, Indians should be instructed how to obtain adequate diets with food stamps. (SC)

004

[*Differences in Administering and Operating the Food Stamp Program which May Have Contributed to the Varying Rates of Program Participation*]. A-51604 May 31, 1974 5 pp
Report to Sen. George S. McGovern, Chairman, Senate Select Committee on Nutrition and Human Needs, by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Food and Nutrition Service

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011). Economic Opportunity Act of 1964, as amended (42 U.S.C. 2701).

The administration of the food stamp program varied widely among four rural counties in South Carolina and Virginia, two of which had high levels of participation and two of which had low levels. The program was designed to help low-income families obtain nutritionally adequate diets by enabling them to buy food through regular retail stores. The amount the person paid for the stamps depended on his income. *Findings/Conclusions:* The varying rates of participation may have resulted from differences in State management, the accessibility of stamp-issuing points, and the existence of local community action agencies. South Carolina had direct control of the program, paid all administrative costs, and hired all employees. Virginia supervised the program but had no direct control, paid only 80% of the administrative costs, and let local welfare boards hire employees. Generally, food stamp issuing points were difficult and costly to get to. Some of the counties were trying to improve the situation, but only one mailed stamps to participants. Local community action agencies encouraged participation among low-income families and, in some instances, were providing transportation (SS)

005

Observations on Evaluation of the Special Supplemental Food Program Food and Nutrition Service. RED-75-310; B-176994. December 12, 1974. 34 pp + 3 appendices (18 pp).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Food and Nutrition Service; University of North Carolina

Congressional Relevance: Congress.

Authority: Child Nutrition Act of 1966, § 17 (P.L. 92-433; 86 Stat. 724; 42 U.S.C. 1786) (P.L. 93-326; 88 Stat. 286) P.L. 93-50.

The Special Supplemental Food Program, managed by the Food and Nutrition Service (FNS), provides cash grants to the States to provide supplemental foods through health clinics to pregnant or lactating women and to infants and children up to 4 years of age determined by competent professionals to be nutritional risks because of inadequate nutrition and income. As of October 29, 1974, there were 254 approved projects with caseloads totaling about 440,000 persons. Evaluations of the program were to determine: (1) the medical benefits of the nutritional assistance provided, including any benefits in combating and abating any mental as well as physical damage that might otherwise be caused to infants due to malnutrition; and (2) the cost efficiency of various methods of distributing the food. *Findings/Conclusions:* Under a contract with the University of North Carolina, the FNS has a detailed medical evaluation underway at 19 projects. However, the conclusions drawn from the medical evaluation probably will be of questionable use in determining whether to continue the program since the FNS and the University did not take adequate steps to insure data reliability. Attempts to improve data reliability would not be beneficial because a large part of the data has already been collected under circumstances which raise serious doubts about the reliability of the data. *Recommendations:* Considering the questionable credibility and usefulness of the evaluation and the savings which still might be possible through

termination of the contract with the University, Congress may wish to advise the Secretary of Agriculture whether it wants the evaluation to be continued. (SC)

006

Observations on the Food Stamp Program. RED-75-342; A-51604 February 28, 1975. 26 pp. + 3 appendices (5 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Food and Nutrition Service.

Congressional Relevance: Congress

Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011).

The food stamp program is designed to help low-income households obtain nutritionally adequate diets by supplementing their food budgets. *Findings/Conclusions:* The Food and Nutrition Service (FNS), which administers the program nationally, could do a better job of managing the program if it had better data on actual and potential program participants. Because adequate data on actual and potential program participants are lacking, the FNS does not have an adequate basis on which to gauge the effectiveness of program coverage; monitor and improve the direction and effectiveness of efforts to reach out to people who are not in the program but who may be eligible, or estimate and prepare for the impact that contemplated program changes would have. *Recommendations:* The Secretary of Agriculture should take a variety of actions directed to obtaining and using better management data on actual and potential program participants and to improving the program's quality control system to help insure program integrity. In addition, the Secretary, in consultation with appropriate congressional committees and the Secretary of Health, Education, and Welfare, should revise the food stamp regulations to eliminate the inconsistencies in program income criteria to insure the equitable treatment of all people who wish to participate in the program. (SC)

007

[*Delays in Reimbursements to Certain Schools Participating in the School Lunch Program*]. LCD-75-114; B-176994. June 3, 1975. 4 pp.
Report to Rep. Charles A. Vanik; by Robert G. Rothwell (for Fred J. Shafer, Director, Logistics and Communications Div.).

Organization Concerned: Food and Nutrition Service.

Congressional Relevance: Rep. Charles A. Vanik.

Because some State laws prohibit State aid to parochial schools, Food and Nutrition Service (FNS) headquarters in Washington, D.C., processes claims for School Lunch Program reimbursements to about 2,500 private schools. Six such schools in Cleveland, Ohio, claimed that they waited as much as three or four months for reimbursement of their monthly claims, indicating that most of the delay was occurring at the FNS Washington Computer Center. *Findings/Conclusions:* A review of the processing time for claims received by the FNS from the private schools in Cleveland showed that the average total processing time for their claims in September, October, and November 1974 were 34 days, 50 days, and 28 days respectively. This indicates that most of the delay was occurring elsewhere. An FNS analysis of the processing of claims submitted by the six schools for the prior school year showed that about 55% of the claims received by FNS were processed through the Computer Center within 20 days. For several computer-rejected claims, the total time elapsed for FNS processing and reprocessing was 4 months or more. FNS is establishing time standards for each processing step and management reports to monitor compliance. They also hope to reduce the number of rejected claims through a continuing education program for the schools and for FNS personnel. (SC)

008

Legislative History of the Child Feeding Programs. January 26, 1976. 29 pp. + 3 appendices (28 pp.).

Report by Kathryn C. Michelman, Education and Public Welfare Div., Congressional Research Service.

Organization Concerned: Food and Nutrition Service.

Authority: National School Lunch Act (P.L. 79-396) Child Nutrition Act of 1966 (P.L. 89-642). Agricultural Adjustment Act of 1933 (P.L. 74-320). Agricultural Act of 1935. Agricultural Act of 1949. P.L. 78-129. P.L. 79-52. P.L. 78-367. P.L. 83-690. P.L. 85-478. P.L. 87-823. P.L. 90-302. P.L. 91-207. P.L. 91-248. P.L. 91-395. P.L. 92-32. P.L. 92-35. P.L. 92-153. P.L. 92-423. P.L. 93-13. P.L. 93-86. P.L. 93-150. P.L. 93-326. P.L. 93-347. P.L. 94-20. P.L. 94-28. P.L. 94-105

Federal aid for child feeding programs developed basically as the result of an agricultural policy which placed emphasis in the 1930's on the disposal of surplus commodities. By 1946, the school lunch program had not only proven itself to be useful in utilizing surplus commodities, but had gained acceptance as a way of providing food and nourishment for children. Changes have been made during the last 30 years to increase and expand the program. Payments to States, once based on matching and need requirements, are now based on the number of meals served. Although free and reduced-price lunches were authorized from the inception of the program, legislation throughout the years and as recently as 1975 has made both programs mandatory in participating schools with additional reimbursement funds. Assistance has been provided to the schools in order to enable them to have a more effective program and in some instances, any program at all, such as nonfood assistance and funds for State administrative expenses. Eligibility standards, which were once determined on a local basis, now meet a nationwide standard. The reduced-price standards have been revised to include more children in the program. An effort has been made through the years to increase benefits to low-income children. The Special Milk Program provides additional free milk to children eligible for a free lunch. The Child Care Food Program and the Summer Food Service Program for Children bring food programs to pre-school children and needy children during the summer. (Author/SC)

009

GAO Food Stamp Seminar: A Transcript of the Proceedings. OSP-76-12. January 28, 1976. 65 pp. Report.

Organization Concerned: Department of Health, Education, and Welfare; Department of Agriculture; General Accounting Office.
Authority: Social Security Act. H.R. 1 (94th Cong.).

Five views of the food stamp program were presented at a 1-day GAO seminar. Gilbert Steiner discussed defining the food stamp program as a welfare program, and the political, social, and psychological flaws of the program. Jodie Allen suggested parameters of the debate over food stamps and proposed a series of possible reform alternatives ranging from minor changes to elimination of the program. Bennett Moe discussed the food stamp program in Los Angeles County and the implications for a national debate. Kenneth Clarkson raised questions of the program within the framework of a study he recently completed, classified the food stamp program as a transfer program, and suggested a methodology for analyzing transfer programs. Joe Richardson addressed reasons why Congress is willing to review the food stamp program, the range of congressional interests, and how GAO can help in the current congressional consideration of food stamps. (SW)

010

Identification of Food Stamp Issues. OSP-76-10. January 28, 1976. 36 pp.

Staff study.

Organization Concerned: Food and Nutrition Service.

Authority: Food Stamp Act of 1964 (7 U.S.C. 2000 et seq.). Agricultural Adjustment Act (7 U.S.C. 602). Social Security Act (42 U.S.C. 301). P.L. 86-341 H.R. 8145 (94th Cong.). H.R. 1024 (94th Cong.). S. 1993 (94th Cong.). S. 2451 (94th Cong.). S. 2537 (94th Cong.).

The root causes of the food stamp program's expansion are rapid food inflation, increasing unemployment, and decreasing real income. Under current economic conditions, the food stamp program has become important to basic income security objectives. The relationship of the program to income security programs has caused the food stamp debate to become fuzzy and sidetracked into attempts to define the program's real purpose as income, food, or farmer maintenance. While all these objectives are related in varying ways to the program, the more important question is whether or not the program provides the low income consumer with an opportunity to receive adequate food supplies. **Findings/Conclusions:** Key issues related to major areas of debate and concern in the food stamp program include: (1) Who should get food stamps, and how should the benefits be determined? (2) Is the food stamp program effectively administered; and, if not, what areas need change and what changes should be considered? (3) Should food stamps serve as a nutrition program; and, if so, are current levels adequate and are benefits equitably determined? and (4) How is the food stamp program affected by other program benefits; and what should the balance be between different program applications? Any restructuring of the food stamp program would require systematic examination of these issues and careful evaluation of the possible alternatives. Alternatives would have to be carefully evaluated regarding the likely effect on program cost, participation levels, nutrition levels, horizontal and vertical equity of benefit levels, and work incentives/disincentives. (SC)

011

Processing Applications for Food Stamps: How Long Does It Take? RED-76-74; A-51604. February 27, 1976. 7 pp. + 21 enclosures (115 pp.).

Report to Rep. Thomas S. Foley, Chairman, House Committee on Agriculture; by Elmer B. Staats, Comptroller General.

Organization Concerned: Food and Nutrition Service.

Congressional Relevance: House Committee on Agriculture.

Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011).

A review of 3,241 applications for food stamps in 16 projects in seven States—California, Illinois, Indiana, Maryland, Michigan, Ohio, and Texas—showed that about a third of the applications were processed within 7 days; over half were processed within 14 days; and more than three-fourths were processed within 30 days. **Findings/Conclusions:** Average processing time was much longer in the large projects—16.6 days for completed cases and 20.4 days for pending cases—than it was in the small projects—8.8 days for completed cases and 13.1 days for pending cases. Applicant failure to furnish, or to promptly furnish, required documentation was the most important cause of application processing delays. Other reasons for delays, in order of their importance, were: work backlogs due to large numbers of applicants, problems with computer processing and issuance of authorization to purchase food stamps, suspension of authorization issuances during the last week of each month because there would not be adequate time for applicants to obtain stamps for the month, and rescheduling interviews for applicants' convenience. Changes in the bonuses resulting from verification were needed in more than half the cases, and the changes benefited the government in more than 70% of the cases. The changes in bonuses were due

primarily to understatement of household income and overstatement of shelter expenses. (SC)

012

Student Participation in the Food Stamp Program at Six Selected Universities. RED-76-105; A-51604. April 29, 1976. 7 pp. + 12 enclosures (19 pp.).

Report to Rep. Thomas S. Foley, Chairman, House Committee on Agriculture; by Elmer B. Staats, Comptroller General.

Organization Concerned: Food and Nutrition Service; North Texas State Univ.; San Francisco State Univ.; University of Pennsylvania; University of Portland; University of Tampa; University of Wisconsin

Congressional Relevance: House Committee on Agriculture.

Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011).

Data obtained on the number of college students receiving food stamps as heads of households at six selected universities—North Texas State University, San Francisco State University, University of Pennsylvania, University of Portland, University of Tampa, and University of Wisconsin—showed that the percentage of full-time students from the selected schools receiving the stamps ranged from less than one-half of 1% for North Texas State to over 13% for San Francisco State. *Findings/Conclusions:* The rate of participation in the food stamp program was higher at the three larger schools than at the three smaller schools. The rate was also higher at the three State-supported, lower attendance-cost schools than at the three private, higher attendance-cost schools. The percentage of graduate students who participated was higher than the percentage of undergraduate students. The average monthly food stamp bonus value was \$50 for undergraduates and \$53 for graduate students. Actual bonus values for individual households ranged from \$12 to \$218 a month. Of the 224 student food stamp recipients in the sample, 147 were single-member households. In each of 63 cases, the student and other family members formed the household. In the remaining 14 cases, the food stamp household comprised the student and either 1 or 2 other students or friends. (SC)

013

Income Security for Persons with Limited Income: Program Summaries, Recipient and Expenditure Data. June 18, 1976. 83 pp

Report by Vee Burke, Congressional Research Service, Library of Congress.

Updated June 15, 1977.

Organization Concerned: Department of Health, Education, and Welfare.

Authority: Pension Amendments of 1976 (P.L. 94-432). Tax Reform Act of 1976 (P.L. 94-455). Health Revenue Sharing and Health Services Act of 1974, title V (P.L. 94-63). Comprehensive Employment and Training Act (P.L. 93-203). Older Americans Act. Social Security Act. Food Stamp Act. Economic Opportunity Act. Snyder Act. Educational Amendments of 1972, as amended. Higher Education Act of 1965, as amended. Vocational Education Amendments of 1968. P.L. 94-566. P.L. 94-105.

Fifty-eight income security programs constitute the public welfare system benefiting persons of limited income. Fiscal Year 1975 and 1976 recipient data and Federal and State-local expenditures for each program are provided for the following food aid programs: food stamps; National School Lunch Program, nutrition program for the elderly; Special Supplemental Food Program for Women, Infants, and Children; special milk program; school breakfast program; summer food service program for children; child care food program; and food distribution program for needy families. The funding formula,

eligibility requirements, and benefits level of each of the programs are described. The total amounts of Federal funds spent in fiscal year 1975 and 1976 on food aid programs were \$6.439 billion and \$7.769 billion, respectively, ranging from \$5.682 billion on the food stamp program to \$14 million on the food distribution program for needy families in 1976. State and local contributions to the food stamp program, the National School Lunch Program, and the nutrition program for the elderly amounted to \$559 million in fiscal year 1975 and to \$671 in fiscal year 1976. No State or local contributions were required in the other food aid programs. The average monthly number of recipients in the food stamp program was 17.1 million in 1975 and 18.4 million in 1976. Both the costs and the number of recipients increased for all programs except the food distribution program for needy families. (SC)

014

Operation of the Emergency Food and Medical Services Program. HRD-76-112; B-164031(5). September 1, 1976. 12 pp. + 3 appendices (28 pp.).

Report to Sen. Warren G. Magnuson, Chairman, Senate Committee on Appropriations: Labor, Health, Education and Welfare Subcommittee; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Community Services Administration.

Congressional Relevance: Senate Committee on Appropriations: Labor, Health, Education and Welfare Subcommittee.

Authority: Community Services Act of 1974 (P.L. 93-644). Economic Opportunity Act, as amended. P.L. 94-341. S. Rept. 92-1297. S. Rept.

The Emergency Food and Medical Services Program was established to counteract starvation and malnutrition among those segments of the poor difficult to reach through other Federal programs, including Indians, migrants, and seasonal farmworkers. *Findings/Conclusions:* In recent years the administration has placed little emphasis on the program, believing that it duplicates the services provided by other major food programs such as the Department of Agriculture Food Stamp and Commodity Programs. This attitude is reflected each year when the administration submits a zero budget request for the Emergency Food and Medical Services Program and does not extend the funding of program grants until an appropriation is forthcoming from the Congress. In 1974 and 1975 the Community Services Administration's policy emphasized program funding for projects that helped people find assistance through other programs, rather than direct emergency feeding. The projects were generally administered by independent local agencies, not by community action agencies. *Recommendations:* The Director of the Community Services Administration should: initiate actions to develop an information system that will provide more appropriate data on target populations served by local Emergency Food and Medical Services projects and operational data to show how they are being served; provide for selective on-site monitoring of the Emergency Food and Medical Service grantees at the local level, based on information provided through the information system realign program funding criteria and practices to emphasize food services for the needy; and, after the first year of operation, provide appropriate congressional committees with an assessment of how well the local organizations are providing emergency food services to migrants and seasonal farmworkers. (SC)

015

Federal Food Assistance Programs. September 2, 1976. 9 pp.

Report by Kathy Michelman, Education and Public Welfare Div., Congressional Research Service.

Organization Concerned: Community Services Administration; Department of Agriculture, Department of Health, Education, and Welfare.

Authority: Agriculture and Related Agencies Appropriation Bill [of] 1977 (P.L. 94-351) Food Stamp Act of 1964, as amended. Agriculture and Consumer Protection Act of 1973 National School Lunch Act of 1946, as amended Child Nutrition Act of 1966, as amended. Agricultural Act of 1949. Older Americans Act, as amended. Economic Opportunity Act of 1964, as amended. Elementary and Secondary Education Act, as amended. Social Security Act.

Programs which provide some type of food assistance to special target groups, such as children, the elderly, and the poor, include programs which provide meals, food subsidies, aid in food purchase, provision of food stuffs, and supportive food services. The following data are presented for Federal food assistance programs: the legislation, a brief description, the State and local administering agencies, the eligibility requirements, the appropriations for fiscal year 1977, and the State matching fund requirements. These data are provided for the following programs administered by the Food and Nutrition Service of the Department of Agriculture: food stamps; food donations program; school lunch; school breakfast; child care food program; summer food service program for children; special milk program; supplemental food program; commodities for schools, institutions, and the elderly, nonfood assistance; State administrative expenses, nutritional training and surveys; and special developmental projects. The same data are also provided for these additional programs: the community food and nutrition program administered by the Community Services Administration; programs for educationally disadvantaged children, migrant children, and handicapped children and school health and nutrition demonstration projects, administered by the Office of Education; the head start program administered by the Office of Child Development; the nutrition program for the elderly administered by the Administration on Aging; and social services administered by the Social and Rehabilitation Service. (SC)

016

Analysis of Food Stamp Program Participation and Costs, 1970-1980. September 7, 1976. 37 pp. + 2 appendices (9 pp.).

Report by Douglas L. Bendt; Warren E. Farb; Charles V. Ciccone. Prepared by the Congressional Research Service, Library of Congress.

Organization Concerned: Department of Agriculture.

The food stamp program was formally established in 1964. Households are eligible to participate in the program if their net income is less than the statutory limit and their liquid assets are less than \$1,500. The difference between the face value of the stamps and the purchase requirement, the amount a household is required to pay, is the "bonus value" which is paid for by the Federal government. The largest factor in the growth of the program was the expansion to cover all geographic areas, including Puerto Rico. The chief factors considered in a study to determine the percentage of a county's population receiving food stamps were: the overall unemployment rate in the county, the long-term unemployment rate in the nation, and the percentage of the county's population receiving welfare. There was a direct correlation between high levels of these variables with high levels of food stamp participation. Higher income was associated with a lower level of participation. There was a small positive effect of bonus value on participation. The control projection (viewed as being most likely to occur) showed the number of food stamp recipients declining in 1976 and 1977, rising slightly in 1978 and 1979, and declining in 1980. However, expected higher food prices would drive the bonus value up steadily. These projections will not hold if there are changes in the rate of participation among those eligible for the program or if complex legislative or administrative changes in the program are instituted. (HTW)

Food

017

Food Stamp Fact Sheet. December 30, 1976. 13 pp.

Report prepared by the Congressional Research Service, Library of Congress.

Organization Concerned: Department of Agriculture; Food and Nutrition Service.

Authority: Food Stamp Act of 1964 (P.L. 88-525). Agriculture and Consumer Protection Act of 1973 (P.L. 93-86). P.L. 91-671. P.L. 93-335. P.L. 93-347. P.L. 94-4. P.L. 94-182. P.L. 94-204. P.L. 94-339. P.L. 94-585. P.L. 93-233. P.L. 94-364. P.L. 94-379.

The Food Stamp Program was enacted in 1964 to permit low-income households to purchase a nutritionally adequate diet and to expand the market for food products. Amendments have increased benefit levels, standardized eligibility standards, established work registration requirements, provided for free stamps for very low-income households, changed purchase requirements, expanded the program nationwide, required semiannual adjustments, increased the Federal share of costs, and made other adjustments in the program. Amendments to other laws also affected the program. Congressional responsibility for the program lies in the House Committee on Agriculture and the Senate Subcommittee on Agricultural Research and General Legislation. The Program is financed through open-ended Federal appropriations, with Federal funding covering 100% of benefit costs and Federal administrative costs and 50% of State and local administrative costs. Eligibility for benefits is determined on the basis of whether household members are welfare recipients; and for those who are not, on the basis of monthly net income, liquid assets, and registration for employment. Benefits are determined according to household size and net monthly income. Benefits are indexed semiannually to reflect changes in food prices. At the Federal level, the program is administered mainly by the Food and Nutrition Service which establishes general regulations and guidelines. (HTW)

018

The Impact of Federal Commodity Donations on the School Lunch Program. CED-77-32; B-178564. January 31, 1977. 43 pp. + appendices (20 pp.).

Report to Rep. Carl D. Perkins, Chairman, House Committee on Education and Labor; by Elmer B. Staats, Comptroller General

Organization Concerned: Department of Agriculture.

Congressional Relevance: House Committee on Education and Labor.

Authority: National School Lunch Act of 1946 (42 U.S.C. 1751 et seq.). Agricultural Act of 1949 (7 U.S.C. 1431). 7 U.S.C. 612c.

The Department of Agriculture's purchasing and distributing of commodities for the school lunch program was reviewed in five States (California, Kansas, Missouri, Ohio, and Pennsylvania) and 15 school districts to: assess the responsiveness of the Federal commodity program to the needs of school districts; evaluate the advantages and disadvantages of school districts receiving cash in lieu of Federal commodities under the school lunch program; and assess the reasons for plate waste (food served to the student but not eaten) in the school lunch program and identify possible solutions to the problem. *Findings/Conclusions:* The Department's surplus removal and price support programs go a long way toward meeting the needs of school districts. However, improvements are needed to make the school lunch program more effective and responsive to school district needs. The Department's Food and Nutrition Service has not taken adequate steps to make sure that the commodity preferences reported by the States are based on and reflect school district needs. Sometimes certain "traditional" items continue to be provided without being accepted by the States, and Department com-

modity purchase policies sometimes result in commodity purchases not highly preferred by the States. Districts, consequently, were being offered goods that did not match their needs or desires. Relative commodity costs are higher for smaller school districts than for the larger ones. If most districts, as they want, receive cash in lieu of Federal commodities, small district food costs might increase.

Recommendations: The Secretary of Agriculture should: establish procedures so that school districts' views are reflected in preference reports and considered in the purchase and distribution of Federal commodities; require States to pass on to the school districts all available commodity options; expand the means of finding out from the States and school districts what commodities are acceptable; improve the timing of Federal commodity deliveries; review costs and benefits of providing commodities in more acceptable form and quality, undertake greater promotion of nutrition education in school health programs to help reduce plate waste; do more to encourage State and local school authorities to improve lunch facilities and atmosphere, require States to give districts more advance notice of commodity deliveries; and include a nutrient standard as an option to the Type A lunch pattern to provide greater flexibility in using commodities. (QM)

019

The Food Stamp Program: Income or Food Supplementation? January 1977. 87 pp. + appendix (2 pp.).

Report by G. William Hoagland.

Prepared by the Congressional Budget Office under the supervision of Stanley Wallack and C. William Fischer.

Organization Concerned: Department of Agriculture.

Authority: Food Stamp Act of 1964, as amended (P.L. 88-525; 78 Stat. 703-09). National Food Stamp Reform Act of 1976. Agricultural Adjustment Act of 1933. P.L. 91-671. P.L. 93-86, S. 3136 (94th Cong.). H.R. 13613 (94th Cong.).

Federal outlays for the Food Stamp Program (FSP) have grown from less than \$100 million in fiscal year (FY) 1965, serving fewer than a million persons, to nearly \$5.5 billion in FY 1977, serving over 17 million persons. Stamps, redeemable for food purchases, may be purchased by households meeting eligibility requirements (an income test, an asset test, and a work requirement). The difference between the market value and the amount paid for the stamps represents the federal transfer of benefits (bonus stamps). A key budgetary issue is whether the FSP should be redirected to emphasize either the goal of increased food consumption or of income supplementation or whether the current mix should be continued. Over one-quarter of the recipients of the food stamp bonus are moved out of poverty by this benefit. The effects of the program on nutritional improvement have not been demonstrated. Future budget options are: current policy status quo which would result in Federal costs of approximately \$5.4 billion in FY 1978; legislative reform centered on modifying program parameters such as income definitions, income eligibility limits, deductions, and purchase requirements; food consumption emphasis which would reduce program costs by limiting participation to households below poverty and altering the proportion of bonus transfer which can be spent for non-food items; income support emphasis through elimination of the purchase requirement so that eligible households would receive only bonus food stamps; and cashing out food stamps by replacing bonus food stamps with an equivalent amount of cash. (HTW)

020

An Appraisal of the Special Summer Food Service Program for Children. RED-75-336; B-178564. February 14, 1977. 34 pp. + 5 appendices (7 pp.).

Report to the Congress, by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Department of Agriculture; Food and Nutrition Service

Congressional Relevance: Congress.

Authority: National School Lunch Act of 1946, as amended (P.L. 90-302; 42 U.S.C. 1751; 42 U.S.C. 1761). (P.L. 92-32; 85 Stat. 85). (P.L. 92-433; 86 Stat. 724)

The Special Summer Food Service Program for Children, administered by the Food and Nutrition Service (FNS), is designed to feed, during summer vacation, children from areas having poor economic conditions or high concentrations of working mothers. It provides Federal assistance through State educational agencies or FNS regional offices for financing nonprofit food services operated by approved service institutions at approved feeding sites.

Findings/Conclusions: The program's effectiveness was difficult to assess because the FNS and State agencies have not identified the total number of children who were eligible nor their location. Reference to the number of needy children participating in the National School Lunch Program indicated that the summer program achieved rather limited coverage, especially in areas other than the largest cities. Problems limiting coverage included: vagueness in the law and regulations concerning the extent of coverage, lack of strong support for an essentially voluntary program, and Federal and State funding limitations. **Recommendations:** If the program is authorized past June 1975, the Secretary of Agriculture should have the FNS take the following actions: determine the target population to be served and establish program objectives; seek intensified promotional efforts to recruit sponsors in large and small communities not sufficiently reached in the past; seek the legislation necessary to institute a revised funding procedure and a formalized matching requirement for State administrative expense funds; and devise refined procedures for estimating program costs to be incurred. (Author/SC)

021

Information on a Department of Agriculture Claim against the Commonwealth of Puerto Rico. CED-77-40; A-51604. February 24, 1977. Released March 7, 1977. 4 pp. + appendices (23 pp.).

Report to Sen. James B. Allen; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Department of Agriculture; Puerto Rico; Dept. of Social Services.

Congressional Relevance: Senate Committee on Agriculture, Nutrition, and Forestry. Sen. James B. Allen.

Authority: Agricultural Act of 1949, as amended, §416 (7 U.S.C. 1431). (P.L. 91-671; 84 Stat. 2048). (P.L. 93-86; 87 Stat. 247) 7 U.S.C. 612c.

A \$2.5 million claim of the U.S. Government against the Department of Social Services of the Commonwealth of Puerto Rico concerned losses through spoilage or infestation of Federally donated food during and after the phaseout of the needy family food donation program. **Findings/Conclusions:** The losses involved occurred during a period when the amount of commodities donated reached a peak; purchase and shipment problems were encountered; adequate information about warehouse facilities was not available; local transportation was unreliable; and Commonwealth money and staff to operate the program were dwindling. Commonwealth officials knew that the Department of Agriculture had increased the commodity amounts previously requisitioned for the needy family program. A Department table showing quantities and values of commodity losses became a primary basis for the claim. The Department of Social Services held official destruction or other records on the actual dis-

position of about 14% of the commodity quantities listed in the claim. In 1976, the Commonwealth made a proposal disclaiming any responsibility for the \$2.5 million claim, but offered to settle the entire claim with the replacement in kind of \$198,000 of cheese. As of January, 1977, claim settlement has been suspended pending completion of an investigation to account for final disposition of all commodities. (RRS)

022

The Summer Feeding Program: How to Feed the Children and Stop Program Abuses. CED-77-59; B-178564. April 15, 1977. 2 pp. + 2 enclosures (25 pp.).

Report to Rep. Carl D. Perkins, Chairman, House Committee on Education and Labor; by Robert F. Keller, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: House Committee on Education and Labor.

Authority: National School Lunch Act, as amended, § 13 (42 U.S.C. 1751 et seq.). Child Nutrition Act of 1966.

Various aspects of the summer food service program for children were reviewed in light of alleged abuses during program operations in major urban areas. Causes of abuses that had been detected by other groups, including the Departments of Agriculture and Justice, were investigated. The review was conducted at the Food and Nutrition Service headquarters in Washington, D.C., and at the regional offices in Princeton, New Jersey, and San Francisco, California.

Findings/Conclusions: Serious abuses—both criminal and administrative—have occurred in the summer feeding program. Most of the abuses have involved private nonprofit organizations, which comprised three-fourths of the program's sponsors. Public agency sponsors, such as schools and park departments, operated programs relatively free of abuses. The Department of Agriculture has revised the program's regulations to try to prevent abuses. **Recommendations:** Additional changes covering sponsor and site selection and termination, contracting procedures, state staffing and monitoring, sponsor record-keeping, and advances of funds should be included in the revised regulations. The program's authorizing legislation should be revised to authorize only schools and public agencies as sponsors. Additional legislative changes dealing with administrative funds for states and sponsors, definitions of eligible sponsors and children, the number of food services allowed each day, and the issuance of program regulations have been proposed. (Author/SC)

023

[Review of Delays in Issuance of Food Stamp Authorization-to-Purchase Cards in Chicago, Illinois]. CED-77-65; A-51604. May 9, 1977. 6 pp.

Report to Rep. Cardiss Collins; by Elmer B. Staats, Comptroller General.

Organization Concerned: Food and Nutrition Service; Illinois: Dept. of Public Aid.

Congressional Relevance: Rep. Cardiss Collins.

Some elderly recipients in Chicago had received food stamp authorization-to-purchase cards later in the month than their Federal Supplemental Security Income checks. GAO was asked to determine whether these cards were being sent about the middle of the month, and if so, why, and whether these cards could arrive at the same time as the supplemental security checks. **Findings/Conclusions:** A random sample of 19 supplemental security/food stamp recipients disclosed that the timing created hardships for 8 of these people. Illinois has 20 different mailing schedules for public assistance documents. For no particular reason, Chicago had a different schedule from the

rest of the State for supplemental security mailings. Though benefits could be prorated by computer to prevent gaps in coverage, changing mailing dates would not be feasible for several reasons. An alternative solution would involve the option of receiving one to four authorization cards monthly at the same time, with allotments proportionally reduced. This proposal should be tried before changes are made in the mailing schedules. **Recommendations:** An outreach effort should be conducted to advise recipients of this option. The plan should be evaluated after several months, and if unsuccessful, mailing schedules should be changed. (DJM)

024

[Certain Food Aspects of the School Lunch Program in New York City]. CED-77-89, B-178564. June 15, 1977. 5 pp. + 3 enclosures (3 pp.).

Report to Secretary, Department of Agriculture, by Henry Eschwege, Director, Community and Economic Development Div. Request of Rep. Frederick W. Richmond.

Congressional Relevance: House Committee on Education and Labor; Senate Committee on Agriculture, Nutrition, and Forestry. Rep. Frederick W. Richmond.

Statistical sampling techniques were used to estimate the number of school lunches served in New York City that met or failed to meet type A requirements. Four types of lunches—cafeteria style, meal pack, basic (primarily soup and sandwiches), and bulk (prepared food frozen in bulk) were tested between January 10 and February 22, 1977. **Findings/Conclusions:** Between 40% and 45% of the cafeteria, meal pack, and bulk lunches and 27% of all basic lunches failed to meet the type A nutritional requirements. Many of the lunches were purchased from vendors and assembled into complete lunches by school employees. In such cases, it may be possible for the city to obtain refunds for noncompliance from the vendors. The State has never withheld program funds for noncompliance with type A lunch requirements. In the 1975-1976 school year, the total cost for the New York City lunch program was over \$79.4 million, with the Federal Government paying \$62 million, the State \$2.8 million, and the city \$14.6 million. **Recommendations:** The Food and Nutrition Service (Department of Agriculture) should assess the extent that this deficiency in New York City is a national problem; see that the state or city recovers from vendors; and take appropriate Federal action concerning reimbursement for nonconforming lunches (DJM)

025

Food Stamp Receipts: Who's Watching the Money? CED-77-76; A-51604. June 15, 1977. 54 pp. + 3 appendices (24 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture and Forestry; Congress.

Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011 et seq.). Emergency Food Stamp Vendor Accountability Act of 1976.

Misuses and mishandling of over \$34 million in food stamp receipts went undetected for extended periods because neither the Food and Nutrition Service nor the states were effectively monitoring the agents who sold food stamps. **Findings/Conclusions:** Known major weaknesses in the monitoring system at both the Federal and State levels were allowed to continue for years without adequate efforts to correct them. Reported deposits were not verified; agents' depositing patterns were not monitored; and there was no followup when agents failed to submit required reports. The Service's computer-produced management reports, designed to identify problem

agents, were not usable because they listed too many agents without problems, as well as agents with problems. Although some improvements have been made, much more needs to be done. *Recommendations:* Several changes should be made in the present accountability system in order to reduce the number of invalid exceptions on cash reconciliation and other reports and to improve the reports' reliability and usefulness for monitoring agent accountability. Regardless of the changes made in the accountability system, the Secretary of Agriculture should require the Service to provide the states and its regional offices with their respective sections of any management reports and other accountability-related reports prepared by the Service or others; disseminate regulations on the respective responsibilities of the states and the Service; and provide special help to states having the most serious problems in monitoring agent accountability. (Author/SC)

026

The Food Stamp Program: Overissued Benefits Not Recovered and Fraud Not Punished. CED-77-112, A-51604 July 18, 1977. 47 pp. + 2 appendices (3 pp)
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Department of Justice.

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry, Congress.

Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011 et seq.).

The Government is losing over half a billion dollars annually because of overissued food stamp benefits caused by errors, misrepresentation, and suspected fraud by recipients and by errors of local food stamp offices. *Findings/Conclusions.* For every \$100 of the more than \$5 billion annual benefits issued nationally, overissuances account for about \$12, only about 12 cents of that \$12 have been recovered. The eight local projects reviewed were doing little to identify and recover the value of these overissuances. At five of the eight projects, about half of the dollar value of the claims established for food stamp overissuances was classified as involving suspected fraud by recipients, but very few recipients were prosecuted or otherwise penalized. *Recommendations:* The Congress should authorize the Secretary of Agriculture to allow the States to keep some portion of the money recovered from recipients of overissued benefits and to increase from 50% to 75% the Federal share of the administrative costs associated with processing the suspected fraud cases. The Congress should also authorize Agriculture, in consultation with the Department of Justice, to handle most suspected recipient fraud cases administratively rather than referring them for criminal prosecution. The Department of Agriculture should take a number of steps to make sure that States adequately identify and recover overissued food stamp benefits and punish people who engage in food stamp fraud. (Author/SC)

027

The National School Lunch Program: Is It Working? PAD-77-6; B-111810 July 26, 1977. 137 pp. + 3 appendices (28 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.

Congressional Relevance: House Committee on Education and Labor; Senate Committee on Agriculture, Nutrition, and Forestry; Congress.

Authority: National School Lunch Act of 1946 (P.L. 79-396). Agricultural Act of 1949, § 416 (7 U.S.C. 1431). Child Nutrition Act of 1966 (P.L. 89-642). Child Nutrition Act of 1972 (P.L. 92-433).

P.L. 92-153, P.L. 87-823, § 11. P.L. 74-320. P.L. 91-248. P.L. 93-326. P.L. 94-105 85 Stat. 419.

The National School Lunch Program is designed to safeguard schoolchild health by improving and/or maintaining levels of nutrition and to strengthen the agricultural economy by stimulating food demand. *Findings/Conclusions:* The school lunch program provides adequately for the large-scale feeding of children, but it could be much more effective and efficient than it is. Although studies show that the school lunch, when paired with a nutritional supplement or with the school breakfast, can affect the nutritional levels of schoolchildren, their findings about how the lunch itself affects nutritionally deprived and nutritionally adequate participants are inconclusive. There are consistent indications that the program has strengthened overall demand for farm products, although the possibility of a conflict between the program's agricultural and nutritional provisions was noted. Shifting eating habits and needs over the past 30 years suggest that the program's objectives should be reassessed.

Recommendations: Congress should provide policy guidance indicating specifically what the purpose of the program should be and have the program evaluated accordingly, define the priority of each purpose and direct how the program is to be evaluated, require the Department of Health, Education, and Welfare to assist the Department of Agriculture in determining the program's contribution to children's health; review Agriculture's program evaluation plan to be sure it will support the needs of congressional oversight; and require Agriculture to report to the Congress the results of its evaluation. (SC)

028

Summary of a Report: The National School Lunch Program, Is It Working? PAD-77-7; B-111810. July 26, 1977. 16 pp
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.

Congressional Relevance: House Committee on Education and Labor; Senate Committee on Agriculture, Nutrition, and Forestry; Congress.

Authority: National School Lunch Act of 1946 (P.L. 79-396).

There are shortcomings in both the evaluation and the performance of the School Lunch Program. *Recommendations:* The Secretary of Agriculture should require a formal, systematic evaluation of the National School Lunch Program's performance in meeting legislative objectives and should determine the nutritional standards needed for the program. The Congress should: require the Department of Health, Education, and Welfare (HEW) to assist the U.S. Department of Agriculture (USDA) in evaluating the school lunch program's health impact on children; review USDA's program evaluation plan before implementation to make certain that it will provide adequate information for program oversight, that it uses the resources and expertise of USDA and HEW in a manner that benefits the evaluation, and that it is in keeping with the respective missions of each agency; require the Secretary of Agriculture, on completion of the school lunch program evaluation, to provide a comprehensive report of his findings, together with any recommendations he may have with respect to improving program effectiveness; and provide policy guidance indicating specifically what the goals of the program should be and what the priorities are, and have the program evaluated accordingly. (SC)

029

[*Review of Practices, Procedures, and Controls to Prevent Spoilage or Theft of Federal Commodities Donated to the Commonwealth of Puerto Rico for Food Relief Programs*]. CED-77-120; A-51604. August 18, 1977. 12 pp. + 2 enclosures (2 pp.).

Report to Sen. James B. Allen; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Food and Nutrition Service; Puerto Rico.

Congressional Relevance: House Committee on Education and Labor; Senate Committee on Agriculture, Nutrition, and Forestry. Sen. James B. Allen

Authority: Older Americans Act of 1965, title VII (42 U.S.C. 3045 et seq.). (P.L. 74-320, § 32; 7 U.S.C. 612c). 7 U.S.C. 1431b.

A review of the Commonwealth of Puerto Rico's practices, procedures, and controls over Federally donated commodities for food relief programs did not disclose current instances of theft or excessive spoilage and indicated that the commodities were adequately accounted for at the time of the review. However, both the Commonwealth control over donated commodities and the Food and Nutrition Service monitoring of the commodity program in the Commonwealth need improvement to insure that the program there does not deteriorate in the future. **Recommendations:** The Secretary of Agriculture should have the Food and Nutrition Service improve the Federal commodity distribution program in Puerto Rico by: reviewing monthly and yearly Commonwealth receipt, distribution, and inventory reports more closely to insure accurate, timely reporting and identification of both commodity losses and potential problems; reconciling monthly Commonwealth reports with commodity shipment reports prepared by the Agricultural Stabilization and Conservation Service; conducting periodic evaluations and documented site inspections of the Commonwealth's receipt, storage, and distribution practices, procedures, and controls to insure their adequacy to account for donated commodities and minimize spoilage or theft; requiring the Department of Education to conduct more frequent, regularly scheduled warehouse inspections; and requiring the Department of Education to closely monitor the condition of donated commodities stored at temperatures above the suggested levels. (SC)

030

Supplement to Comptroller General's Report to the Congress, "The Food Stamp Program—Overissued Benefits Not Recovered and Fraud Not Punished" (CED-77-112 July 18, 1977). CED-77-112A; A-51604. August 31, 1977. 12 pp. + appendix (6 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry; Congress.

The Department of Agriculture did not dispute the basic thrust of an earlier GAO report on the food stamp program which indicated that proper actions are not being taken to recover overissuances (estimated at \$590 million a year) and to punish recipient fraud. However, some of Agriculture's comments tend to obscure and minimize the report's message. **Findings/Conclusions:** Agriculture stated that the Administration's proposal for overhauling food stamp legislation included most of the legislative changes recommended in the GAO report. The Department, however, strongly disagreed with the GAO recommendation that States should retain a portion of Federal dollars overissued due to the State's own errors. Agriculture also proposed that the legislation be revised to make it easier to collect from States the value of food stamp benefits overissued because of State negligence. There is some doubt whether it would be feasible to monitor the States closely enough to identify a significant proportion of all overissuances that occur so that it could be determined whether States were negligent. It may not be reasonable to expect the States to expend the extra effort and money necessary to

effectively identify and report overissuances to Agriculture if they will be required to repay the value of the overissuances. (SC)

031

Improvements Needed in the Department of Agriculture's Commodity Distribution Program. B-114824. September 18, 1977. 17 pp. + appendix (1 pp.).

Report to Secretary, Department of Agriculture; by Henry Eschwege, Director, Resources and Economic Development Div.

Congressional Relevance: House Committee on Government Operations; Senate Committee on Government Operations.

Authority: Agricultural Act of 1949, § 416, as amended (7 U.S.C. 1431). National School Lunch Act, § 6, as amended (42 U.S.C. 1755). 7 U.S.C. 612c. 28 C.F.R. 51.

In fiscal year 1971 the Department of Agriculture donated about 2.5 billion pounds under its commodity distribution program at a cost of about \$560 million. **Findings/Conclusions:** The Department had not taken full advantage of savings in transportation costs and other benefits available by shipping larger volumes. Although distributing agencies in 30 States were using facilities capable of receiving full carloads, about 70% of the shipments involved railcars using less than 75% of their capacity. Shipping costs of about \$2.2 million could have been reduced by about \$287,000 by using full carloads. Distribution costs could have been reduced substantially by providing a lesser variety of food in the school lunch program. **Recommendations:** The Secretary of Agriculture should direct the responsible officials to revise minimum lot sizes for all food types to qualify for the most economic rail rates; develop guidelines to assist State distributing agencies in minimizing deliveries of small orders and orders requiring stopoff deliveries; periodically review distributing agency ordering practices; consider providing a lesser variety of foods for the school lunch program; see that the results of a Food and Nutrition Service study are adequately considered in determining the need for future checkloading; direct that an inspector be present at all times when checkloading is required and that each unit be counted as it is loaded; provide the Agricultural Marketing Service with a means of evaluating checkloading procedures; and evaluate unloading operations of consignees in States having frequent shortages. (SC)

032

Preliminary Report on the Special Supplemental Food Program. B-176994. September 28, 1977. 8 pp. + appendix (2 pp.).

Report to the Congress; by Robert F. Keller, Deputy Comptroller General.

Organization Concerned: Food and Nutrition Service.

Congressional Relevance: Congress.

Authority: Child Nutrition Act of 1966 (P.L. 92-433; 86 Stat. 724; 42 U.S.C. 1771). 7 U.S.C. 612(c). H.R. 9639 (94th Congress).

The Special Supplemental Food Program was a program of cash grants to the States, to be carried out during fiscal years 1973 and 1974, to provide supplemental foods through State and local agencies to pregnant or lactating women and to infants and children up to 4 years of age determined by competent professionals to be nutritional risks because of inadequate nutrition and income. States and local agencies were required to maintain adequate medical records on the participants to enable the Secretary of Agriculture to determine and evaluate the benefits of the nutritional assistance provided. The program was administered by the Food and Nutrition Service. **Findings/Conclusions:** On August 3, 1973, the District Court of the United States for the District of Columbia ordered the Secretary of Agriculture to process and approve applications and program regulations until the \$40 million legislated for the program was expended.

Health services consultants advised that extending the feeding and evaluation period from 6 months to between 12 and 18 months would significantly improve the reliability of the evaluation conclusions. Although the legislative history indicated that the medical evaluation of program participants should include a determination of the program's effects on mental as well as physical development of infants, there were serious questions as to whether any valid measurement of mental development was possible in this study. *Recommendations:* Allowing additional time for the preparation of preliminary evaluations of the program and of reports containing evaluations of the program and making recommendations concerning its continuation could be beneficial in terms of increased program participation and could allow development of more meaningful evaluation data on which to base recommendations. (SC)

FOOD SAFETY AND QUALITY

033

Consumer Protection Would Be Increased by Improving the Administration of Intrastate Meat Plant Inspection Programs. B-163450. November 2, 1973. 30 pp. + 7 appendices (18 pp.).

Report to the Congress, by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Animal and Plant Health Inspection Service.

Congressional Relevance: Congress.

Authority: Wholesome Meat Act (P.L. 90-201; 81 Stat. 584; 21 U.S.C. 601 et seq.) 21 U.S.C. 661 H.R. 4141 (93rd Cong.). H.R. 4646 (93rd Cong.) H.R. 7156 (93rd Cong.). H.R. 8199 (93rd Cong.). S. 1021 (93rd Cong.). S. 1919 (93rd Cong.).

The Wholesome Meat Act, designed to protect consumers from bad meat, allowed States up to 3 years to develop and implement laws and programs that imposed inspection and sanitation requirements on intrastate meat plants equal to those imposed on federally inspected meat plants. If a State developed a program, it was eligible for Federal assistance; otherwise, meat plants came under Federal jurisdiction. *Findings/Conclusions:* Since the implementation of the law, meat inspection programs have improved, with 40 States now having "equal to" Federal programs for 8,700 plants and the Federal Government having programs for 6,200 plants. The Animal and Plant Health Inspection Service (APHIS) needs to improve its criteria for rating whether plant conditions comply with basic Federal requirements. If any one of the seven basic requirements is not met, the plant is considered unacceptable, but inspectors are not consistent in what they consider acceptable. In several instances one plant would be considered unacceptable, but another, with the same condition, would pass APHIS criteria for determining if a State is maintaining an "equal to" program also needs to improve. A quarterly random sample of plants within a State would provide the Service with adequate information, would be more cost effective, and would leave more time for correction than the present yearly inspection. *Recommendations:* The APHIS administrator should: provide reviewers with improved plant rating criteria, establish and advise the States of the criteria that will be used in determining when a State's program is "equal to," and consider using quarterly random samples. (Author/SS)

034

[The Banning of DDT by the Environmental Protection Agency and Its Refusal to Allow Emergency Use against the Tussock Moth]. B-125053. February 26, 1974. 2 pp.

Report to Rep. Mike McCormack, by Robert F. Keller, Deputy Comptroller General

Organization Concerned: Environmental Protection Agency; Forest Service.

Congressional Relevance: Rep. Mike McCormack.

Authority: Federal Insecticide, Fungicide, and Rodenticide Act of 1972 (7 U.S.C. 136). National Environmental Policy Act.

On December 13, 1973, the U.S. Court of Appeals for the District of Columbia upheld the Environmental Protection Agency (EPA) order banning DDT. The order was challenged on two points: (1) whether the EPA had based its order on substantial evidence, including the findings of its hearing examiner; and (2) whether EPA had complied with the legal requirement of preparing a detailed statement on the environmental impact of the proposed action. *Findings/Conclusions:* The court ruled that the EPA had based its decision on substantial evidence and had provided the equivalent of a detailed environmental impact statement. DDT can be used in emergency situations, but has been used so only once. EPA refused its use against the tussock moth because of DDT's potential damage to the environment and because of the expected flareup of a virus which usually occurs and controls the infestation. Generally a tussock moth infestation is not detected until the second year, when it is too late to spray. The Forest Service is looking for new ways to detect the infestation earlier. (Author/SS)

035

Pesticides; Actions Needed to Protect the Consumer from Defective Products. B-133192. May 23, 1974. 46 pp. + 3 appendices (8 pp.).

Report to the Congress, by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Environmental Protection Agency.

Congressional Relevance: Congress.

Authority: Federal Insecticide, Fungicide, and Rodenticide Act of 1947 (U.S.C. 135). Federal Environmental Pesticide Control Act of 1972 (7 U.S.C. 136 (Supp. II)). Reorganization Plan No. 3 of 1970.

Consumers have not been adequately protected from defective pesticides because of inadequate Environmental Protection Agency (EPA) efforts to determine whether registered pesticides were marketed in accordance with provisions of the Federal Environmental Pesticide Control Act of 1972. *Findings/Conclusions:* EPA did not give its inspectors enough guidance for determining which registered pesticides to sample. Because of a lack of space, personnel, and equipment, EPA's biological laboratories could not test most samples for safety and effectiveness. Only 32% of the samples were tested for effectiveness and 19% were tested for safety. *Recommendations:* The Administrator of the Environmental Protection Agency should: (1) devise a more effective sampling program to insure adequate coverage of pesticides being marketed; (2) expand the import market surveillance program; (3) initiate measures to obtain the additional personnel, space, and equipment necessary for conducting a sufficiently broad and thorough testing program; (4) take steps to determine the effective life of decomposable pesticides; (5) require that expiration dates be included on labels of decomposable pesticides; (6) establish procedures for testing, before registration, disinfectants, rodenticides, and any other pesticide categories which EPA has found to have a high rate of biological defects; (7) request manufacturers to recall production lots from which EPA has collected ineffective samples; (8) establish procedures for notifying manufacturers of all deficiencies found in samples of their pesticides; and (9) enter into cooperative agreements with the States to carry out EPA's market surveillance program and to help the States obtain necessary expertise. (SC)

Raw Meat and Poultry: An Assessment of the Problem. July 22, 1974. 36 pp. + 6 appendices (15 pp.). Congress; by Elmer B. Staats, Comptroller General.

Concerned: Department of Health, Education, and Department of Agriculture; Animal and Plant Health Inspection; Food and Drug Administration
Relevance: Congress.
 Federal Food, Drug and Cosmetic Act (21 U.S.C. 301). Inspection Act (21 U.S.C. 601). Poultry Products Inspection Act amended; Wholesome Poultry Products Act (21 U.S.C. 111).

Salmonella-contaminated raw meat and poultry entering the market, consumers have not been adequately protected or to safeguards they must take to minimize this bacteria. Federal efforts have not had a major effect on human salmonellosis and have resulted in segments being regulated for salmonella contamination is not. Although the Food and Drug Administration and Animal and Plant Health Inspection Service have not regulated salmonella-contaminated products on the market. **Findings/Conclusions:** FDA analyzed 100 raw poultry samples for salmonella contamination. The samples, or 17%, were contaminated. The National Institutes concluded that it was unreasonable to expect salmonella to be eradicated in the near future. Although consumer education as an essential and practical safeguard against such programs need to be improved. **Recommendations:** Departments of Health, Education, and Welfare and USDA implement recommendations of their task forces to achieve timely and effective control of the salmonella problem in a program to assess the extent of salmonella-contaminated meat and poultry products on the market; emphasize the serious potential health problems associated with meat and poultry, particularly chicken and pork, and to take in handling them; and periodically measure the success of their consumer education programs. Consideration given to identifying target groups to which intensive education should be directed. (Author/SC)

Food and Health Effects. August 1, 1977. 28 pp.
 B. Bresler, Congressional Research Service.

Concerned: Food and Drug Administration; Federal Societies for Experimental Biology.

Sugar represents 25% of the calories in the national diet and of caloric sweeteners or all of the so-called "sugars" has increased by about one-third since the beginning of the 1950s to about 155 to almost 210 grams per capita per day. The source of sugar (sucrose) is breakfast cereals. Approximately 70% of the sugar intake per year per capita in the United States is derived by soft drinks according to a Dietary Goals study. Most of all baby foods still add sweeteners to many of them. "Consumer Reports," in a survey of these foods, found that more than one-third of the products have added sweeteners to be an important ingredient in the development of obesity. Although specific evidence on sucrose engendering obesity has not been proven, a possible link between sucrose and obesity has been suggested. The same indirect link between sugar and heart disease has been noted even though a direct

correlative pathway from sugar to coronary heart disease does not appear to exist (SW)

038

[Survey of FDA's Sanitation Program for Food Storage Warehouses]. B-164031(2). July 30, 1974. 7 pp.

Report to Alexander M. Schmidt, Commissioner, Food and Drug Administration; by Morton A. Myers (for Albert B. Jojokian, Assistant Director, Manpower and Welfare Div.).

Organization Concerned: Department of Health, Education, and Welfare; Department of Agriculture; Animal and Plant Health Inspection Service; Food and Drug Administration.

Authority: Federal Food, Drug, and Cosmetic Act (21 U.S.C. 301).

A survey of the Food and Drug Administration's (FDA) sanitation program for food storage warehouses was conducted. Surveyors accompanied FDA and/or State inspectors on inspections of 22 food storage warehouses in the Seattle and Los Angeles Districts. **Findings/Conclusions:** Although the sanitation conditions of the warehouses in most cases were adequate, FDA inspectors detected rodent and bird infestations in two warehouses in Seattle that resulted in two of the largest food seizures in FDA history. Contaminated food lots were found in a warehouse routinely inspected by FDA and at a warehouse which the State was responsible for inspecting under FDA contract. FDA has not defined or provided adequate guidance to its inspectors as to the meaning of "significant" insanitary conditions. Such guidance would assist inspectors in determining whether a phase II inspection is warranted. FDA district office personnel must use considerable judgment and discretion in determining what insanitary conditions would warrant a phase II inspection and in determining when followup inspections would be performed.

Recommendations: The Commissioner of the Food and Drug Administration should establish more specific criteria and guidelines for inspectors to follow in determining whether a phase II inspection is warranted in instances where inspection results indicate insanitary conditions having potential for causing, or having already caused product contamination. The Commissioner should: evaluate the adequacy of the training program for new inspectors with a view toward redirecting such training efforts that may be necessary.

1933, as amended (21 U.S.C. 301)

There is no consensus among researchers as to the safety of maleic hydrazide, a growth regulator and herbicide used on potatoes, onions, and tobacco. Some researchers have concluded that it is safe, while others have concluded that it may pose a health risk to exposed populations. **Findings/Conclusions:** The questions raised in several research papers about the potential health risk of exposing individuals to maleic hydrazide indicate that such risk has not been evaluated sufficiently. Additional data are needed to determine if food containing translocated maleic hydrazide has adverse effects on reproduction and if maleic hydrazide is a mutagen in animals.

Recommendations: The Administrator of the Environmental Protection Agency should determine, through additional testing and research, whether maleic hydrazide will adversely affect human health or the environment. The Secretary of the Department of Health, Education, and Welfare should, through the Commissioner of the Food and Drug Administration, periodically test potatoes, potato products, and onions to make sure that established maleic hydrazide residue tolerances are not being exceeded. When residue tolerances are exceeded, action should be taken to remove these products from the market. (Author/SC)

040

Answers to Questions on the Issuance of an Emergency Temporary Standard for Certain Chemicals Considered to Be Carcinogens. B-179768. January 6, 1975. 4 pp. + 4 appendices (26 pp.).

Report to Rep. Bill Archer; Rep. M. Caldwell Butler; Rep. George A. Goodling; Rep. James F. Hastings; Rep. G. V. Montgomery; Rep. Steven D. Symms; Rep. Joe D. Waggoner; Rep. Antonio Borja Won Pat; by Elmer B. Staats, Comptroller General.

Organization Concerned: National Inst. for Occupational Safety and Health; Occupational Safety and Health Administration.

Congressional Relevance: Rep. Bill Archer; Rep. M. Caldwell Butler; Rep. George A. Goodling; Rep. James F. Hastings; Rep. G. V. Montgomery; Rep. Steven D. Symms; Rep. Joe D. Waggoner; Rep. Antonio Borja Won Pat.

Authority: Occupational Safety and Health Act of 1970 (29 U.S.C. 651). National Environmental Policy Act.

On May 3, 1973, the Occupational Safety and Health Administration (OSHA) published an emergency temporary standard to regulate employee exposure to 14 chemicals considered to be carcinogens. The standard was revised on July 27, 1973, to provide more definitive controls for workplaces and work operations and to require

041

Need to Establish the Safety of Color Additive FD&C Red No. 2. MWD-76-40; B-164031(2). October 20, 1975. 26 pp. + 2 appendices (3 pp.).

Report to Sen. Gaylord Nelson; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Health, Education, and Welfare; Food and Drug Administration.

Congressional Relevance: Sen. Gaylord Nelson.

Authority: Federal Food, Drug, and Cosmetic Act, as amended (21 U.S.C. 301). Color Additive Amendments (P.L. 86-618). 21 C.F.R. 8.4.

The Food and Drug Administration (FDA) has permitted the use of Food, Drug, and Cosmetic Red No. 2, a color additive, in food, drugs, and cosmetics for 15 years without making a final determination of its safety, despite the fact that the Federal Food, Drug, and Cosmetic Act requires that color additives used in such products be determined to be safe. During this period, scientific studies have raised questions about the safety of Red No. 2. Permitting continued use of the additive before resolving the safety questions exposes the public to unnecessary risks. **Findings/Conclusions:** When the Federal Food, Drug, and Cosmetic Act was passed in 1960, it contained provisions for color additives commercially established at that time, including Red No. 2, to continue in use on an interim basis for a reasonable period of time pending completion of scientific investigations to determine their safety. FDA has repeatedly extended the interim period for the dye on the basis of requests from manufacturer or industry associations to allow time to complete scientific investigations of its safety, although in some cases the investigations that were being conducted were not identified. In July 1972, FDA issued a proposal to limit human exposure to the color additive, but no action to implement this proposal had been taken by September 1, 1975. **Recommendations:** The Secretary of the Department of Health, Education, and Welfare should direct the Commissioner of the FDA to promptly establish the safety of Red No. 2 or prevent its use in food, drugs, and cosmetics. (Author/SC)

042

Federal Pesticide Registration Program; Is It Protecting the Public and the Environment Adequately from Pesticide Hazards? RED-76-42; B-133192. December 4, 1975. 72 pp. + 3 appendices (18 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Environmental Protection Agency; Food and Drug Administration.

Congressional Relevance: Congress.

Authority: Federal Insecticide, Fungicide, and Rodenticide Act of 1947 (7 U.S.C. 135). Federal Environmental Pesticide Control Act of 1972 (7 U.S.C. 136). Federal Food, Drug, and Cosmetic Act of 1938, as amended (21 U.S.C. 301).

The American consumer has not been adequately protected from the potential hazards of pesticide use because of inadequate efforts to implement provisions of the Federal laws regulating pesticides. Federal law requires that only effective pesticides be registered (those that will not cause unreasonable adverse effects on human health and the environment) and that residues of pesticides in food be adequately checked so that consumers are not exposed to harmful levels. **Findings/Conclusions:** Review of the Federal pesticide registration program showed that: safety and efficacy data have not been submitted to support marketing many pesticides (including such data as information on cancer, genetic changes, birth defects, and reproduction); safety and efficacy data are not required for the pesticides as marketed, but rather only for the individual active ingredients; review of inert ingredients, such as vinyl chloride, are not subjected to the full range of safety testing; many labels do not comply with requirements; pesticide residue tolerances are not monitored or reviewed; the safety of pesticide residues in some foods has not been

determined; and statutory registration requirements are not carried out on a timely basis (Author/SC)

043

Federal Support for Restaurant Sanitation Found Largely Ineffective. MWD-76-42; B-164031(2) December 8, 1975. 24 pp. + 7 appendices (12 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Food and Drug Administration.

Congressional Relevance: Congress.

Authority: Federal Food, Drug, and Cosmetic Act, § 301(k) (21 U.S.C. 331(k)). Public Health Service Act, title III, as amended (42 U.S.C. 241), 21 U.S.C. 342(a).

A 1974 inspection of 185 restaurants selected at random from 14,736 restaurants in 9 metropolitan areas indicated that about 90% of the restaurants were insanitary. *Findings/Conclusions:* According to a Food and Drug Administration (FDA) official, sanitation conditions in restaurants have not greatly improved since the survey. Earlier inspections by FDA and State or local health departments show that sanitation conditions of restaurants in the United States have been a persistent problem. FDA is responsible for administering the Federal Food, Drug, and Cosmetic Act which prohibits the adulteration of food shipped in interstate commerce, including food held in restaurants. The agency relies on State and local governments to regulate restaurants. The advisory and voluntary food service sanitation program that FDA has established to help State governments carry out their regulatory activities has not been effective. Local governments generally have been ineffective in regulating restaurant sanitation and, as a rule, the States' monitoring of these programs has been minimal. *Recommendations:* The Secretary of Health, Education, and Welfare should direct the Commissioner of FDA to strengthen the program to encourage States to improve their food service sanitation programs. If FDA determines that additional resources are needed to strengthen its program, it should bring the matter to the attention of the Congress. (Author/SC)

044

[*The Environmental Protection Agency's Determination of Pesticide Data Reliability*]. RED-76-63. January 26, 1976. 10 pp. + enclosure (8 pp.).

Report to Russell E. Train, Administrator, Environmental Protection Agency; by Henry Eschwege, Director, Resources and Economic Development Div.

Organization Concerned: Food and Drug Administration.

Authority: Federal Insecticide, Fungicide, and Rodenticide Act of 1947, as amended (7 U.S.C. 135). Federal Food Drug, and Cosmetic Act of 1938, as amended (21 U.S.C. 301).

In accordance with legislation, the Environmental Protection Agency (EPA) registers pesticides and establishes their tolerances. The pesticide safety and efficacy testing is generally performed by nongovernmental laboratories under contract to pesticide manufacturers. *Findings/Conclusions:* EPA's review of safety and efficacy studies was generally restricted to reading test results and questioning obvious shortcomings in test methods or conclusions at variance with raw data or unexpected for that class of chemicals. EPA reviewers differ in opinions of the reliability of nongovernmental laboratory data, and some reviewers have found inconsistencies, failures to follow prescribed test methods, results lacking statistical validity, and conflicting data. EPA has no program to inspect, license, or accredit these laboratories such as those of other agencies, including the Food and Drug Administration (FDA). EPA's acceptance of studies which contain laboratory disclaimers regarding test results

and which do not identify chemical composition prevents EPA from insuring that only safe and effective pesticides are registered.

Recommendations: EPA should determine whether an accreditation or inspection program is necessary for nongovernmental laboratories and consider the following alternatives; a joint EPA-FDA program to avoid duplication of visits to laboratories serving both agencies, accreditation by private organizations, or a combination of these. EPA should not accept studies containing laboratory disclaimers and should consider requiring chemical analyses of products being tested. (HTW)

045

Assessment of the National Grain Inspection System. RED-76-71; B-114824. February 12, 1976. 95 pp. + 7 appendices (24 pp.).

Report to Rep. Thomas S. Foley, Chairman, House Committee on Agriculture; Sen. Hubert H. Humphrey, Chairman, Senate Committee on Agriculture and Forestry; Foreign Agricultural Policy Subcommittee; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agricultural Marketing Service; Department of Agriculture; Agricultural Research Service; Foreign Agricultural Service.

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture and Forestry; Foreign Agricultural Policy Subcommittee.

Authority: Grain Standard Act, as amended (7 U.S.C. 71). Warehouse Act, as amended (7 U.S.C. 241).

Serious problems exist in the national grain inspection system authorized by the Grain Standards Act. The Department of Agriculture's (USDA's) role as overall supervisor has serious inherent limitations. It has not been able to insure the integrity of a system operated by a widely dispersed group of over 100 State and private agencies and trade associations. Weaknesses in the national inspection system have led to extensive criminal abuses. *Findings/Conclusions:* Although some inspection services have been satisfactory, the system generally has: operated without effective controls, procedures, or lines of authority; tolerated conflicts of interest between the grain inspection and merchandising operations; and not been responsive to the limited supervision provided by the Department's Agricultural Marketing Service (AMS). Inquiries in nine foreign countries revealed much dissatisfaction with U.S. grain sold abroad. Many customers believed they regularly received lower quality and weight than they paid for. Procedures for handling foreign complaints were poorly defined and generally ineffectual. No central coordinating agency was designed to insure that all complaints were recorded, investigated, and responded to and analyzed for reexamination of inspection procedures. Some respondents felt greater emphasis was needed on developing standards which stressed qualities relating to grain's end use, such as protein in wheat, and which provided incentives to farmers to produce higher quality grain. New equipment or inspection techniques must be developed to readily ascertain grade in accordance with the proposed standards. *Recommendations:* Congress should establish an essentially all Federal inspection system incorporating sampling, grading, and weighing services which would be phased in gradually starting immediately at problem locations, moving as soon as possible to port elevators, and after sufficient experience is gained, extending to major inland terminals. The Secretary of Agriculture should: direct AMS to determine the possible impact, particularly to U.S. exporters, of correcting original inspection certificates found to be in error; require research to identify the type and extent of damage which can be expected to occur when handling and transporting grain, particularly export grain; designate the Foreign Agriculture Service as the central coordinating agency in USDA for handling foreign complaints; and develop written procedures for promptly investigating and responding to foreign complaints. The Secretary of Agriculture should intensify research and development on the U.S. grain standards and provide for greater coordination and cooperation among the USDA agencies with research and marketing responsibilities. (SW)

046

Use of Cancer-Causing Drugs in Food-Producing Animals May Pose Public Health Hazard: The Case of Nitrofurans. MWD-76-85, B-164031 (2). February 25, 1976. 50 pp. + appendix (3 pp.).
Report to Rep John E. Moss, Chairman, House Committee on Interstate and Foreign Commerce, Oversight and Investigations Subcommittee; by Elmer B. Staats, Comptroller General

Organization Concerned: Food and Drug Administration; Department of Health, Education, and Welfare.

Authority: Federal Food, Drug, and Cosmetic Act, as amended (21 U.S.C. 301 et seq.). Food Additive Amendments (P.L. 85-929). Delaney Clause: 21 U.S.C. 360, 21 C.F.R. 514.1 et seq.

Nitrofurans are a class of animal drugs used at low levels in feed for chickens, turkeys, swine, and other animals. Continued use of nitrofurans may pose a public health hazard where information is not available to demonstrate the absence in foods of residues of the drugs and of their metabolites. The Food and Drug Administration (FDA) has concluded that one of the four nitrofurans used in food-producing animals is a carcinogen and that the other three are highly suspect as carcinogens. In addition, FDA officials have said that some nitrofurans metabolites are suspect carcinogens. Accurate assessment of the health risk created by these animal drugs is particularly important since there is the possibility of long-term, low-level public exposure to residues of these drugs and/or their metabolites through consumption of meat, milk, or eggs from treated animals. *Findings/Conclusions:* Although studies have demonstrated that nitrofurans residues may remain in food when the drugs are used in accordance with label directions, no tests have been performed to determine the extent of such residues in marketed food. FDA has also not obtained data on the extent of metabolite residues in food. Under the strict interpretation of imminent hazard used by the FDA, the Department of Health, Education, and Welfare (HEW) said that continued use of nitrofurans during the time required for administrative resolution of the nitrofurans safety question does not pose an imminent hazard to human health. Although the decision to suspend a product as an imminent hazard rests with the Secretary of HEW, GAO believes that the Federal Food, Drug, and Cosmetic Act and recent court decisions support the use of an interpretation of imminent hazard that is more liberal than that stated by the Department. *Recommendations:* The Secretary of Health, Education, and Welfare should consider suspending the use of these four drugs where it has not been demonstrated that no residues of the drug or of their active metabolites remain in food. (Author/SC)

047

Regulation of the Food Additive Aspartame. MWD-76-111; B-164031 (2). April 8, 1976. 15 pp.
Report to Sen. Gaylord Nelson; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Food and Drug Administration; G. D. Searle and Co.

Congressional Relevance: Sen. Gaylord Nelson.

Authority: Food Additives Amendment of 1958 (P.L. 85-929), Federal Food, Drug, and Cosmetic Act, as amended (21 U.S.C. 348). 21 C.F.R. 121.

Under the Food Additives Amendment of 1958, the Food and Drug Administration (FDA) is required to establish regulations prescribing the conditions under which a food additive may be safely used. A food additive will be deemed unsafe and restricted from public use by FDA if available information fails to establish the safety of its proposed use or if it is found to induce cancer when ingested by man or animals. Aspartame is an artificial sweetener about 180 times as sweet as sugar developed by G. D. Searle and Company in 1965. Although the company arranged to market the sweetener

jointly with the General Foods Corporation, as of February 1976, aspartame had not been marketed, and saccharin was the only approved artificial sweetener on the market. *Findings/Conclusions:* Since June 1969, Searle representatives met several times with FDA officials to discuss requirements for a food additive petition proposing issuance of a regulation allowing the use of aspartame in food. Following the submission of the petition and the results of scientific studies supporting the safety of aspartame for its proposed uses, FDA published a regulation approving the use of aspartame. Within 30 days of the FDA's regulation approving restricted use of the additive, three statements of objection were filed. Before the questions raised in the objections were answered, preliminary results of an agency investigation indicated that discrepancies existed in the data submitted in support of aspartame's safety by Searle. On December 5, 1975, FDA stayed the regulations approving the use of aspartame. The additive will not be permitted to be marketed until all questions raised about its safety have been resolved. (Author/SC)

048

Federal Efforts to Protect the Public from Cancer-Causing Chemicals Are Not Very Effective. MWD-76-59; B-164031(2). June 16, 1976. 40 pp. + 8 appendices (17 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Consumer Product Safety Commission; Department of Health, Education, and Welfare; Department of Labor; Environmental Protection Agency.

Congressional Relevance: Congress.

Authority: National Cancer Act of 1971 (42 U.S.C. 282). Occupational Safety and Health Act of 1970 (29 U.S.C. 651). Federal Food, Drug, and Cosmetic Act (21 U.S.C. 301). Federal Insecticide, Fungicide, and Rodenticide Act (7 U.S.C. 135). Federal Water Pollution Control Act. Clean Air Act. Consumer Product Safety Act. Federal Hazardous Substances Act. 33 U.S.C. 1251. 42 U.S.C. 1857. 15 U.S.C. 2051. 15 U.S.C. 1261.

Although it is estimated that up to 90% of human cancer is environmentally caused and controllable, Federal efforts to protect the public from cancer-causing chemicals have not been too successful. While Federal agencies, including the Departments of Labor and Health, Education, and Welfare, the Environmental Protection Agency, and the Consumer Product Safety Commission generally have enough authority to regulate the chemicals, they have encountered scientific problems relating the results of animal safety tests to humans. *Findings/Conclusions:* Federal agencies have trouble determining which chemicals that cause cancer in animals also pose a cancer threat to humans because: there are no generally accepted principles concerning environmental causes of cancer; there are no minimum guidelines for testing; test data are not always complete or appropriate; and scientists cannot accurately predict human response to chemicals on the basis of animal test results. *Recommendations:* The Director of the National Cancer Institute, who is responsible for directing Federal efforts to protect the public from carcinogens, should, with the cooperation of other involved Federal agencies, develop a uniform Federal policy for identifying and regulating cancer-causing chemicals. This policy should at least cover: the information needed to regulate carcinogens; which chemicals should be tested in animals; how tests should be conducted; how results should be evaluated; how human risks can be assessed from animal studies; and what factors other than public health agencies should consider. The Food and Drug Administration should have all approved and proposed food additives tested for their cancer-causing potential. The Congress should request the Department of Health, Education, and Welfare to prepare a study showing the available options for regulating tobacco and tobacco products and the impact each option would have on the rising U.S. lung cancer rate and should then consider giving the Department or some other appropriate agency the specific authority to regulate tobacco and tobacco products. (Author/SC)

049

Supplemental Information on Assessment of the National Grain Inspection System. CED-76-132; B-114824. July 16, 1976. 4 pp. + 3 enclosures (94 pp.).

Report to Sen. Dick Clark; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Agricultural Marketing Service.

Congressional Relevance: Sen. Dick Clark.

Authority: Grain Standards Act.

Supplemental information was requested on locations in the United States other than New Orleans in which evidence was found of irregularities or improprieties in grain inspection and weighing procedures and where situations existed providing opportunities for such irregularities. *Findings/Conclusions:* Information supplied related to: (1) the need to tighten restrictions on conflict-of-interest situations; (2) improvements needed in obtaining and preserving representative samples; (3) the need to strengthen controls and supervision over grain weighing; (4) the need for improved uniformity and accuracy in grain grading; (5) duplication in inspections under the present system; (6) problems with stowage examinations; (7) problems in improving personnel administration; (8) limited effectiveness of the Agricultural Marketing Service's administration and supervision; and (9) the Administration's proposal to strengthen the national grain inspection system. Lists were supplied of examples of irregularities and improprieties and situations leading to deficiencies, and evidence used in GAO evaluations was included. (Author/HTW)

050

Need to Resolve Safety Questions on Saccharin. HRD-76-156; B-164031 (2). August 18, 1976. 29 pp. + appendix (3 pp.).

Report to Sen. Gaylord Nelson; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Health, Education, and Welfare; Food and Drug Administration.

Congressional Relevance: Sen. Gaylord Nelson.

Authority: Federal Food, Drug, and Cosmetic Act, as amended; Food Additives Amendment of 1958 (21 U.S.C. 348). 21 C.F.R. 121.21 C.F.R. 4000.

Allowing a Federal interim food additive regulation permitting the use of an additive to remain in effect for about 6 years while safety questions concerning it are being resolved seems contrary to the Food and Drug Administration's (FDA's) intent of permitting use of such an additive for limited periods. Extended use of a food additive such as the artificial sweetener saccharin, whose safety has not been conclusively established, could expose the public to unnecessary risk. *Findings/Conclusions:* The interim food additive regulation for saccharin and its three salt forms was issued in February 1972 because of the questions raised about their potential to cause cancer. Under the interim regulation, saccharin was permitted to be used in foods at the same low safety factor level as before. The level of O-toluenesulfonamide, an impurity in saccharin, was limited to 100 parts per million because of industrial capability factors. However, technological advancements have since made it possible to reduce the level to less than half this amount. *Recommendations:* Because saccharin has been used under an interim food additive regulation for about the past 4 years and because safety questions about it are not expected to be resolved for about 2 more years, the Secretary of Health, Education, and Welfare should direct the Commissioner of the Food and Drug Administration to reevaluate the justification for saccharin's continued use pending resolution of the safety questions. If continued use under the interim regulation is justified, the Commissioner should consider the need to increase the safety factor to provide a higher margin of safety and to reduce the

permissible levels of O-toluenesulfonamide in saccharin to the lowest level achievable under present manufacturing technology. (Author/SC)

051

A Legislative History of the Federal Food, Drug and Cosmetic Act (Revised). April 1, 1977. 32 pp.

Report by Jack B. Bresler; Mary Nell Lehnhard.

Prepared by the Congressional Research Service, Library of Congress

Organization Concerned: Food and Drug Administration

Authority: Federal Food, Drug, and Cosmetic Act, as amended. Food and Drugs Act of 1906. Factory Inspection Amendments of 1953. Food Standard Amendments of 1954. Pesticide Chemical Amendment of 1954. Orange Coloring Amendment of 1956. Food Additives Amendment of 1958. Drug Amendments of 1962

The Federal Food, Drug, and Cosmetic Act provides authority for the regulation of food, drugs, cosmetics, and medical devices. It prohibits adulteration or misbranding of these products and, in the case of certain drugs and food additives, sets forth pre-marketing requirements. The first Federal food and drug law, the Food and Drugs Act of 1906, banned from interstate commerce any traffic in adulterated or misbranded food or drugs. Amendments which expanded the scope and strengthened the act were added in 1912, 1938, 1941, 1948, 1951, 1953, 1954, 1956, 1958, 1959, 1960, 1968, 1972, and 1976. These dealt with labeling requirements, insulin and antibiotic certification, prescription of drugs, factory inspection, food standards, pesticides, food additives, color additives, animal drugs, drug listings, health research and services, vitamins and minerals, and medical devices. (HTW)

052

Need for Regulating the Food Salvage Industry to Prevent Sales of Unwholesome and Misbranded Foods to the Public. MWD-75-64; B-164931(2). May 20, 1977. 28 pp. + 4 appendices (7 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Animal and Plant Health Inspection Service; Food and Drug Administration; Department of Agriculture; Department of Health, Education, and Welfare.

Congressional Relevance: Congress.

Authority: Fair Packaging and Labeling Act (15 U.S.C. 1451). Federal Food, Drug, and Cosmetic Act (21 U.S.C. 301). Federal Meat Inspection Act (21 U.S.C. 601). Poultry Products Inspection Act (21 U.S.C. 451). 21 C.F.R. 128.

During distribution, some food produced in America becomes damaged or subjected to contamination due to mishandling, accidents, or disasters caused by fires, floods, or storms. This food is either salvaged and sold, often through salvage outlets, or destroyed. Neither the Department of Health, Education, and Welfare (HEW) or the Department of Agriculture, which are responsible for regulating salvaged food, know the total number of food salvage outlets in the nation. Information on salvaged food was solicited by questionnaire from all 50 States and 93 of the 100 largest U.S. cities. *Findings/Conclusions:* About 75% of the salvage outlets are in cities, and about 50% are in low income areas. Salvage outlets in low income urban areas sell much salvaged food, and it is bought by social institutions and private organizations, such as nursing homes, orphanages, schools, restaurants, and bakeries. Of 30 food salvage outlets visited, 23 were selling processed food products with misleading or incomplete labels or without labels. Twenty-six outlets had food for sale which was insect infested or in containers which were leaking, rusted, stained by foreign substances, swollen, or badly damaged. Fifteen

outlets stored food products with harmful nonfood products. One salvage outlet voluntarily closed, and eight others were asked to destroy food products. Regulatory actions were not taken against the 17 remaining salvage outlets with similar conditions. Four to 9 months after the visits, most of the 17 outlets had been reinspected or scheduled for reinspection. **Recommendations:** The Secretary of HEW should direct the Commissioner of the Food and Drug Administration to (1) develop and publish a Federal regulation establishing a nationally uniform code for salvage outlets, including guidelines and criteria for transporting, sorting, reconditioning, repackaging, and storing salvaged food; (2) establish a program for regulating salvage outlets through administration inspections; and (3) alert health agencies responsible for inspecting institutions in all States about the potential effects of allowing institutions to buy misbranded or damaged salvaged food products. (Author/SW)

053

Saccharin: A Review of Current Issues. June 1, 1977. 40 pp. + 6 appendices (61 pp.).

Report by Jack B. Bresler; Christopher H. Dodge; Sandra Knisbacher, Stephanie L. Forbes.

Prepared by the Congressional Research Service, Library of Congress.

Organization Concerned: Food and Drug Administration

Authority: Federal Food, Drugs and Cosmetic Act; Food Additives Amendment of 1958, Delaney Anticancer Clause (21 U.S.C. 321 et seq.). Drug Amendments of 1962.

The Food and Drug Administration's (FDA's) decision to ban saccharin, announced on March 9, 1977, was based on the Delaney clause of the 1958 Food Additives Amendment. This clause states that no additive can be considered safe if it induces cancer in man or animal, but does not allow for any "tolerance level." Cyclamates had previously been banned on the same basis in 1970. The National Academy of Science (NAS), in 1955, and again in 1968, concluded that saccharin in small quantities did not present significant hazards. In 1973 the Wisconsin Alumni Research Foundation Institute reported bladder tumors in rats fed saccharin, but this study was criticized because of impurities in saccharin. A 1974 NAS study was inconclusive and recommended further studies. A GAO report questioned the use of saccharin under interim FDA regulations and recommended consideration of issuance of a permanent regulation or adoption of a greater safety factor. The Canadian study which led to the proposed ban concluded that there were a significant number of malignant bladder tumors induced in rats by saccharin consumption. Questions were raised about tests because of high doses used, the presence of impurities, and the uncertainty of animal cancer data. Data on human carcinogenicity are too ambiguous to determine safety of saccharin. (HTW)

054

Food Testing and Inspection Programs of the U.S. Department of Agriculture and the Food and Drug Administration. June 6, 1977. 18 pp.

Report by Jack B. Bresler; Nancy L. Smith.

Prepared by the Congressional Research Service, Library of Congress.

Organization Concerned: Department of Agriculture: Food Safety and Quality Service; Food and Drug Administration.

Authority: Federal Food, Drug and Cosmetic Act. Public Health Service Act. Tea Importation Act. Fair Packaging and Labeling Act. Egg Products Inspection Act of 1970. Agricultural Marketing Act of 1946, § 203. Federal Meat Inspection Act. Wholesome Meat Act. Poultry Products Inspection Act.

The two Federal agencies responsible for most food standards are the Department of Agriculture's Food Safety and Quality Service and the Food and Drug Administration (FDA). Their programs regulate products from the raw state through manufacture and marketing to assure that established standards are met. Quality assurance programs of FDA are in the categories of: Food Safety, including additives, contaminants, nutrition, natural poisons, interstate travel, shellfish safety, and food service; and Food Economics. Department of Agriculture programs include inspection, grading, and standardization of eggs and egg products, poultry, processed products, fresh fruits and vegetables, meat, and dairy products. Memoranda of understanding are negotiated between the agencies to delineate functions and provide for coordination of activities. Joint administrative guidelines have been established for sharing responsibility and information. Summaries of 13 memoranda between the FDA and the Department of Agriculture identified understandings reached, dates of approval, and current food programs of each agency covered by the agreements. (HTW)

055

Federal Efforts to Protect Consumers from Polybrominated Biphenyl Contaminated Food Products. HRD-77-96; B-164031(2). June 8, 1977. Released June 27, 1977. 2 pp. + appendix (35 pp.).

Report to Sen. Warren G. Magnuson, Chairman, Senate Committee on Commerce, Science, and Transportation; Sen. Adlai E. Stevenson, Chairman, Senate Committee on Commerce, Science, and Transportation; Science, Technology, and Space Subcommittee; Sen. Donald W. Riegle, Jr.; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Food and Drug Administration; Animal and Plant Health Inspection Service; Department of Agriculture: Agricultural Research Center; Michigan Chemical Corp., Saint Louis; Farm Bureau Services, Inc., Battle Creek, MI; Michigan: Dept. of Agriculture.

Congressional Relevance: Senate Committee on Commerce, Science, and Transportation; Senate Committee on Commerce, Science, and Transportation: Science, Technology, and Space Subcommittee. Sen. Donald W. Riegle, Jr.

Authority: Federal Food, Drug, and Cosmetic Act (21 U.S.C. 351 et seq.). 21 U.S.C. 335. 21 C.F.R. 225-226.

In 1973, an industrial chemical containing polybrominated biphenyls (PBBs) was mistaken for magnesium oxide, a feed supplement, and mixed with animal feed in Michigan. The Department of Agriculture (USDA) and the Food and Drug Administration (FDA) are responsible for protecting consumers from such contaminated foods. **Findings/Conclusions:** Manufacturers of drugs and animal feeds and animal feed components are subject to FDA inspections. The Animal and Plant Health Inspection Service (APHIS) is responsible for administering the Federal Meat and Poultry Inspection Program. The Agricultural Research Service (ARS) is responsible for basic, applied, and developmental research in agricultural and related fields. APHIS and ARS were the two principal USDA agencies which were involved in the PBB incident in Michigan. Intrastate products that contained PBB in excess of applicable tolerance levels were recalled and voluntarily destroyed by the manufacturer or were seized by the Michigan Department of Agriculture (MDA). Survey results showed no evidence that nine States sampled had received any contaminated feed, and it was concluded that widespread contamination of livestock outside of Michigan had not occurred. USDA plans to continue its current practice of immediately notifying MDA when it finds meat that contains PBB residues above the tolerance level. At present, APHIS has no written guidelines or procedures for dealing with future problems such as the PBB contamination incident in Michigan. (SC)

056

Need to Establish Safety and Effectiveness of Antibiotics Used in Animal Feeds. HRD-77-81, B-164031(2). June 27, 1977. 47 pp. + 2 appendices (5 pp.).

Report to Rep John E. Moss, Chairman, House Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee; by Elmer B. Staats, Comptroller General

Organization Concerned: Department of Health, Education, and Welfare; Food and Drug Administration.

Congressional Relevance: House Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee.

Authority: Federal Food, Drug, and Cosmetic Act, as amended (21 U.S.C. 301 et seq.) Food Additive Amendments of 1958 (P.L. 85-929). Drug Amendments of 1962 (P.L. 89-781). 21 U.S.C. 360 et seq. 21 C.F.R. 514.1 et seq.

The Food and Drug Administration (FDA) has permitted the continued use of low levels of several antibiotics in animal feeds.

Findings/Conclusions: The safety and effectiveness of the continued use in animal feeds of several antibiotics, particularly penicillin, tetracyclines, and sulfaquinoxaline, has not been established. The possibility exists that antibiotic-resistant bacteria may develop, and that this resistance may be transferred from animal to man. On April 15, 1977 the FDA decided to restrict the use of these drugs in animal feeds. Questions are raised concerning the use of the National Advisory Food and Drug Committee by the FDA, including insufficient expertise, conflict of interest, and improper involvement in regulatory matters instead of policy only. **Recommendations:** FDA should determine the safety and effectiveness of antibiotics used in animal feeds based on available data, and withdraw approval of any not shown to be safe and effective. Policy advisory committees should be used only to review broad policy questions in accordance with FDA regulations, and their members made aware of their responsibilities with regard to and the restrictions of conflict-of-interest laws and regulations. (Author/DJM)

057

Perspectives on Federal Retail Food Grading. June 1977. 75 pp. + 4 appendices (11 pp.).

Report to Sen. Edward M. Kennedy, Chairman, Office of Technology Assessment; Technology Assessment Board; Sen. George McGovern, Chairman, Senate Select Committee on Nutrition and Human Needs; .

Prepared by the Office of Technology Assessment under supervision of J. B. Cordaro, Food Program Manager, and Michael J. Phillips, Project Leader.

Organization Concerned: Department of Agriculture; Food and Drug Administration.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Agricultural Marketing Act of 1946, § 203 (7 U.S.C. 1621-27). Food Production Act of 1917.

Policy issues involved in changing the present food grading system to a consumer-oriented system are: the criteria used for grades, whether or not retail grades should be mandatory, and the nomenclature used for grades. Current Federal programs related to consumer information requirements are: inspection and regulation of foods to assure wholesomeness and safety, nutritional labeling of processed foods, and Federal food grading to provide information about sensory characteristics. Since there is sometimes an inverse relationship between sensory and nutritional characteristics, it would not be meaningful for grade criteria to reflect a combination of these factors. Options available to Congress for grade criteria are to: direct the adoption of a voluntary/mandatory nutritional labeling program for meats; support incentives for nutritional education programs; direct

the dissemination of information to consumers concerning programs for safety and wholesomeness of processed foods; direct a program for labeling and identification of packaged fresh produce; and examine the potential for improving distribution costs of meat. Options for grading systems are: the private voluntary system with standards developed and adopted by industry; the voluntary/mandatory system with Federal Government grades adopted voluntarily by industry; and the mandatory system in which use of Federal grades would be required by law. Concerns regarding nomenclature deal with the trade-off between meaningful and simple terminology and the implied rank of grade designations. (HTW)

NUTRITION EDUCATION

058

A Summary of a Report to the Congress on Food Labeling: Goals, Shortcomings, and Proposed Changes. MWD-75-19A; B-164031. January 29, 1975. 20 pp.

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Food and Drug Administration; Department of Health, Education, and Welfare; Department of Agriculture; Department of Commerce.

Congressional Relevance: Congress.

Authority: Fair Packaging and Labeling Act. Federal Food, Drug, and Cosmetic Act. S. 1451 (93rd Cong). S. 2373 (93rd Cong.) H.R. 5642 (93rd Cong.).

The Fair Packaging and Labeling Act states that food packages and their labels should tell consumers clearly what the contents are and help them compare values. Products exempted or permitted to have a generalized ingredient listing may not provide consumers—especially those on special diets because of illness, allergies, or other reasons—the information needed to choose those products best suited to their specific needs or preferences. **Findings/Conclusions:** An education program is needed to explain to consumers the purpose and best use of nutritional labeling and to help them understand the new Food and Drug Administration (FDA) labeling format. Labels frequently lack information concerning the amount of characterizing ingredients in the product, for instance, the amount of beef in beef stew. Revising existing grade designations to make them uniform and easy to understand could assist consumers in using the system. The

059

Food Labeling: Goals, Shortcomings, and Proposed Changes. MWD-75-19, B-164031(2). January 29, 1977. 92 pp. + 10 appendices (38 pp.)

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Food and Drug Administration; Department of Health, Education, and Welfare, Department of Agriculture; Department of Commerce

Congressional Relevance: Congress.

Authority: Federal Food, Drug, and Cosmetic Act, as amended (21 U.S.C. 301) Federal Meat Inspection Act (21 U.S.C. 601) Federal Poultry Products Inspection Act (21 U.S.C. 451) Fair Packaging and Labeling Act (15 U.S.C. 1451) Federal Trade Commission Act Agricultural Marketing Act of 1946 U.S. Grain Standards Act. 7 U.S.C. 1621 7 U.S.C. 71 15 U.S.C. 58. S. 1451 (93rd Cong.). S. 2373 (93rd Cong.). S. 322 (93rd Cong.). S. 1197 (93rd Cong.). S. 2110 (93rd Cong.). H.R. 1652 (93rd Cong.) H.R. 1653 (93rd Cong.) H.R. 3702 (93rd Cong.)

The Fair Packaging and Labeling Act requires that food packages and their labels should inform consumers of the contents and help them to compare values. Products exempted or permitted to have a generalized ingredient listing may not provide consumers—especially those on special diets because of illness, allergies, or other reasons—the information needed to choose those products best suited to their specific needs or preferences. *Findings/Conclusions:* An education program is needed to explain to consumers the purpose and best use of nutritional labeling and to help them understand the new Food and Drug Administration (FDA) labeling format. Labels frequently lack information concerning the amount of characterizing ingredients in the product, for instance, the amount of beef in beef stew. Revising existing grade designations to make them uniform and easy to understand could assist consumers in using the system. The variety of dates (pull date, packed date, expiration date) used in open dating systems and the general misunderstanding of the meaning of the open dates have resulted in limited consumer use of the dates. Consumers still find it difficult to make accurate price comparisons. Although unit pricing is available in about 50% of the chain-operated supermarkets and in 25% of the independent supermarkets, retailers have not always presented unit pricing in a manner that is readily usable and easily understandable. *Recommendations:* The Secretary of HEW should direct the Commissioner of FDA to: issue regulations requiring labels of food products to identify the specific vegetable oils used; monitor the effectiveness of public service announcements of FDA's consumer education program, and if appropriate develop more effective means of presenting the information to consumers; and identify foods that would be appropriate for percentage of characterizing ingredient labeling and require such foods to include this information on their labels. The Secretary of Agriculture should revise existing regulations to make grade designations uniform and easier for consumers and industry to understand. Congress should consider: amending legislation to require full disclosure of all ingredients on packaged food products; enacting legislation to establish a uniform open dating system for perishable and semiperishable foods; and enacting legislation to establish a unit pricing program. (Author/SW)

NUTRITION SURVEILLANCE

060

Evaluation of Efforts to Determine Nutritional Health of the U.S. Population. B-164031(3). November 20, 1973. 24 pp. + 2 appendices (5 pp.).

Report to Sen. George McGovern, Chairman, Senate Select Committee on Nutrition and Human Needs; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Health, Education, and Welfare

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs

Authority: Partnership for Health Amendments of 1967 (P.L. 90-174). National Health Survey Act of 1956 (42 U.S.C. 242c).

A July 1972 Department of Health, Education, and Welfare (HEW) report contained the results of a 10-State survey of the incidence of real hunger and malnutrition among poor people. *Findings/Conclusions:* The survey, which had many administrative problems, was designed to gather data on members of sample households through interviews and clinical examinations. HEW anticipated that the survey results would describe the nutritional status of the target population in each State and would be indicative of all low-income families. The survey results should not be considered so because: the scope of the survey population was too limited; an unknown number of sample family members did not participate in interviews or clinical examinations, volunteers were often used instead of sample household members; and income data for a large number of interviewed households were not available. The Health and Nutrition Examination Survey, designed to provide scientifically reliable estimates of the nutritional status and prevalence of malnutrition in the continental United States, is proving to be more reliable and has overcome the nonresponse problem of the earlier survey. (Author/SS)

061

Hunger and Malnutrition in the United States: How Much? May 1, 1977. 22 pp.

Report by Freeman H. Quimby, Congressional Research Service, Library of Congress.

Organization Concerned: Department of Agriculture; Center for Disease Control; National Center for Health Statistics.

No reliable data exist on the extent of hunger in the United States or any of its States or regions, although it is known that long-term inadequate food consumption can lead to a negative caloric balance and nutritional deficiency. There have been a number of Federal family and child feeding programs, most of which were initiated in part as a result of a surplus of food commodities and in part as a result of an obvious or assumed requirement for food among needy populations. A ten-state nutrition survey was conducted over the years 1968-1970 and included clinical, dietary, and biochemical studies. While 86,000 persons were studied, the findings either cannot or have not been extrapolated to populations under similar nutritional risk in other parts of the United States. Dietary and specific nutrient problems and risks were found in a significant proportion of the populations studied. A Health and Nutrition Examination Survey is being conducted by the National Center for Health Statistics using a design which permits estimates to be made for the total population. There appear to be few nutrition experts who feel that eligibility and certification for food stamps constitutes a measure of the magnitude of hunger and malnutrition. Recent nutritional surveillance programs, based upon data gathered from five States, indicate that there are many children in the surveyed populations with obesity, stunting, or both. Malnutrition means that past food assistance programs, if they existed in the surveillance area, did not reach such children or their mothers until the damage was done. The majority of American Indians surveyed showed broad, moderately severe nutritional deprivation. (SW)

FOOD PRODUCTION AND DISTRIBUTION

FARM STRUCTURE

062

Federal Assistance to Quechan Indian Tribe for Controlled Environment Agricultural Program. B-130515. May 13, 1974. 12 pp.
Report to Rep. Victor V. Veysey; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Department of Commerce; Department of Health, Education, and Welfare; Department of the Interior; Department of Labor.

Congressional Relevance: Rep. Victor V. Veysey.

The Quechan Indian Tribe's Controlled Environment Agricultural Program was designed to provide permanent employment for 30 tribal members and \$96,000 in annual income for the tribe. The project included two greenhouses covering 5 acres for growing tomatoes, a plant germination nursery, a packaging and storing building, and a lake for thermal storage and water recycling. A million dollars was requested from the Federal Government as assistance for construction and first-year operation costs, after which time the project would be self-sustaining. **Findings/Conclusions:** No tomato growers in the area grow winter crops because of the danger of frost and the stiff competition from Mexican importers; however, consultants to the Tribe felt that the greenhouse tomatoes were of better quality and would command a higher price. Several Federal agencies and departments supplied money for the project and the Tribe supplied the land. Total costs have been \$1,305,162, a cost overrun of \$304,912. The project was not self-sufficient after the first year because of delays. Most of the cost overrun was due to construction cost variants. The employment goal has almost been achieved, but the profit estimate has not, and will not be achieved for a while. The Office of Economic Opportunity (OEO), which provided most of the funds, approved the project on the basis of outside and inhouse technical studies, but the project did not receive the required evaluation by the OEO Project Review Board. The grant agreement made no stipulation for the use of proceeds during the time Federal money was being used and required no accounting of proceeds. Some of the proceeds were used by the Tribe for other purposes, but since then safeguards have been established to prevent such use. (SS)

063

National Rural Development Efforts and the Impact of Federal Programs on a 12-County Rural Area in South Dakota. RED-75-288; B-114873. January 8, 1975. 99 pp. + 16 appendices (39 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Congress.

Authority: Housing and Urban Development Act of 1970, title VII (42 U.S.C. 4501). Agricultural Act of 1970 (42 U.S.C. 3122(a)). Housing Act of 1954, as amended (40 U.S.C. 461). Agriculture and Consumer Protection Act of 1973 (87 Stat. 221). Rural Development Act of 1972.

The Federal Government has, for many years, carried out programs designed to make rural America a better place to live and work. The Rural Development Act of 1972 committed the Nation to revitalizing and developing rural areas as a means of achieving a balanced national growth. Although the statutory commitment to rural development is impressive, it has not been fully supported by Government actions. Federal assistance to South Dakota's Planning and Development District III, comprising 12 counties, was examined in an effort to evaluate how the 1972 act was being carried out and the impact of Federal assistance on the problems concerning the

residents affected. **Recommendations:** In order to make the rural development effort more effective, the Secretary of Agriculture should: establish quantified rural development goals for matters specified in the 1972 act, using available information, on both a national and a regional basis; develop a national rural development plan describing how and when established goals would be met and the resources needed to meet them; and ascertain the desirability of having key Federal departments and agencies establish rural development offices. In working toward the solution of the rural development problems noted in the South Dakota district, the Secretary of Agriculture should encourage State and local extension agencies to allocate a higher proportion of their efforts to lower income farmers and arrange for Federal and State research capabilities to be made available to assist Agriculture staff in determining which businesses and industries have the greatest potential in a specific region or district. (Author/SC)

064

Some Problems Impeding Economic Improvement of Small-Farm Operations: What the Department of Agriculture Could Do. RED-76-7; B-133192. August 15, 1975. 27 pp. + 2 appendices (4 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Congress.

Authority: Rural Development Act of 1972 (7 U.S.C. 1921 (Supp. II)). Organic Act of 1862 (7 U.S.C. 2201). Hatch Act of 1887, as amended (7 U.S.C. 361a). Smith-Lever Act of 1914, as amended (7 U.S.C. 341). Agricultural Marketing Act of 1946. 7 U.S.C. 1623-24. 7 U.S.C. 2661 et seq. (Supp. II).

Many small farm operators may be helped to increase their incomes through more intensive and specifically directed extension and research programs sponsored or financed by the Department of Agriculture. **Findings/Conclusions:** Although various factors contribute to small-farm operators' having relatively low volumes of farm sales, failure to use available technology and efficient management practices effectively is a primary reason many have lower volumes of farm sales than they might have and is a major factor in limiting improvements in their farming operations. The Department of Agriculture and the land grant colleges have not made a concerted effort to solve problems impeding development of small farm operations. **Recommendations:** The Department of Agriculture should: (1) identify small-farm operators in their productive years who depend on the farm as their primary source of income and categorize them according to their resources, abilities, educational experiences, and willingness to improve their operations by using available technology and efficient management practices; (2) estimate the costs and benefits of programs needed to extend training and technical assistance to small-farm operators having the potential for improvement and present the information to the Congress for its consideration; (3) examine the potential for research uniquely designed to improve the economic position of small-farm operators and, if such potential exists, consider the priority of such research in relation to other federally funded agricultural research; and (4) establish procedures for evaluating the economic and social impacts of future research and for determining the assistance small-farm operators would need to plan for and adjust to the resulting changes. (SC)

065

Personnel Management Improvements Initiated or Needed to Help Farmers Home Administration Meet Its Expanded Missions. RED-76-16; B-114873. September 10, 1975. 37 pp. + 6 appendices (60 pp.).
Report to Sen. Dick Clark, Chairman, Senate Committee on Agriculture and Forestry; Rural Development Subcommittee; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Farmers Home Administration.

Congressional Relevance: Senate Committee on Agriculture and Forestry; Rural Development Subcommittee

Authority: Rural Development Act of 1972.

The Farmers Home Administration has grown from a credit agency for low income farmers to a major financial agency providing assistance for agricultural and rural development. A review was conducted to determine whether the agency has enough employees with adequately diverse background and abilities to carry out its missions and whether its services are being delivered to the public in a cost effective way. *Findings/Conclusions:* Although the agency was using a work measurement system to calculate the average times taken to make and service loans, the system did not make sure that the data were representative of all its offices, nor did it obtain information on local factors which could cause variances from national averages. Factors which affected the productivity of the agency's county offices included: the availability of clerical assistance, the income and education levels of applicants, and the skills available or needed at the local offices. The hiring efforts of the agency have not succeeded in acquiring enough employees with backgrounds other than agriculture. Some State offices have not hired the technical specialists needed to fully implement some of the newer programs such as multifamily housing and business and industrial loans. About 93,000 fiscal year 1974 borrowers paid unnecessary interest of \$14.8 million on idle funds during that year, and the agency incurred an additional \$4.9 million in interest costs. Increased use of commercial lenders in the agency's joint financing and loan guarantee programs would be beneficial. *Recommendations:* The Secretary of Agriculture should direct the Administrator of the Farmers Home Administration to: continue emphasizing to the State offices the benefits of hiring employees with educational and technical backgrounds necessary to meet the specialized needs under the agency's expanding missions; develop national training standards which will stipulate minimum training requirements for each agency position on the basis of the duties which the position requires; and take steps to insure that these standards are met. The Administrator should initiate a training and publicity program providing information to agency employees and to commercial lenders on the benefits of joint and guaranteed financing. The Administrator should also evaluate the effectiveness of the revised loan-packaging instructions in reducing delinquency rates and take whatever additional actions may be indicated to achieve further reductions. (Author/SW)

066

An Analysis of the Subcommittee's Public Opinion Survey of the Farmers Home Administration, U.S. Department of Agriculture. OPA-76-10. December 9, 1975. 56 pp. + appendix (14 pp.).

Staff paper prepared for the Senate Committee on Agriculture and Forestry; Rural Development Subcommittee.

Organization Concerned: Farmers Home Administration.

Congressional Relevance: Senate Committee on Agriculture and Forestry; Rural Development Subcommittee.

Authority: Farmers Home Administration Act of 1946.

A public opinion survey was conducted to determine how a sampling of rural people perceived the programs and services of the Farmers Home Administration (FmHA). Programs included in the survey were: water, sewer and solid waste; rural housing; essential community facilities; business, industrial and job development; site preparation for business and industry; and farm ownership and operation. *Findings/Conclusions:* Of 1,335 respondents to questionnaires, 886 had not had previous FmHA loan or grant experience, and 449 had experience in at least one program area. Respondents indicated that they know more about FmHA than about other Federal programs in the same areas. FmHA and its programs were rated highly in their importance to contributions to rural development. A majority of each occupational group perceived FmHA as serving

persons with incomes up to \$12,000. Most respondents did not experience problems with personnel in relation to cooperation, obtaining unbiased treatment, and receiving necessary forms. Survey results indicated that only a small percentage of applications were disapproved. The requirements most frequently mentioned as hindering improvement in rural development were eligibility requirements. (HTW)

067

Appraisal Procedures and Solutions to Problems Involving the 160-Acre Limitation Provision of Reclamation Law. RED-76-119; B-169126. June 3, 1976. 24 pp.

Report to Sen. Gaylord Nelson, Chairman, Senate Select Committee on Small Business; Sen. Floyd K. Haskell, Acting Chairman for Westlands Hearings, Senate Committee on Interior and Insular Affairs; by Elmer B. Staats, Comptroller General.

Organization Concerned: Bureau of Reclamation.

Congressional Relevance: Senate Select Committee on Small Business; Senate Committee on Interior and Insular Affairs.

Authority: Reclamation Act of 1902, as amended (43 U.S.C. 371 et seq.); Reclamation Extension Act of 1914 (43 U.S.C. 418) Omnibus Adjustment Act of 1926 (43 U.S.C. 423e).

According to reclamation law, owners of land in the Westlands Water District may receive water on land in excess of 160 acres from the Bureau of Reclamation's Central Valley Project if they sign recordable contracts agreeing to sell such excess lands within 10 years at prices based on actual value without reference to project benefits.

Findings/Conclusions: The bureau needs to improve its appraisal techniques since it does not: adequately support its basis for establishing land values; consider the usefulness to the purchaser of farm facilities and equipment in estimating their value; and adequately document the basis for its independent evaluations. There is a need for written Bureau guidelines and periodic internal reviews related to the appraisal activity. Proposed solutions to problems affecting purchase and ownership of land by small family farmers involve: re-instituting a residency requirement, establishing a commission to insure that family farmers are given priority in the purchase of excess land, and establishing a system for purchase by the Government for resale to family farmers. The last proposal offers the greatest potential, especially if the owner is also required to be the farm operator. Because of the lack of basic data and the subjective considerations involved, the Federal cost of such a solution is unknown. *Recommendations:* The Bureau should be required to: undertake a formal study in the Westland Water District to ascertain the value of excess lands without project enhancement, giving consideration to the decreasing ground water supply that would have resulted without the Federal project; obtain supporting data from the seller and document in the sales file the basis for appraiser's valuations; and issue detailed Bureau guidelines setting forth criteria and procedures for evaluating excess land sales. The Secretary of the Interior should have his internal audit staff schedule reviews of the appraisal activity in Bureau regional offices. (Author/HTW)

FOOD PRODUCTION-RESOURCES

068

The Impact of Oil Price Decontrol on Food and Agriculture. August 1975. 9 pp.

Report to Sen. Hubert H. Humphrey; Sen. Henry M. Jackson; by Leo V. Mayer, Congressional Research Service.

Congressional Relevance: *Sen. Hubert H. Humphrey, Sen. Henry M. Jackson.*

The rise in fuel prices since 1971 has added \$1 billion to the cost of fuel for farming. The President's proposal to decontrol oil prices would allow the price of old oil to rise from \$5.25 per barrel to \$13.50 per barrel assuming the \$2 tariff remains in effect. Costs would rise in all segments of the food chain especially for the middleman. Invalidation by the courts of the \$2 tariff surcharge on imported crude oil may result in some reduction in foreign oil costs which could partially offset effects of decontrol. The decontrol of oil prices is supposed to have three major effects: increased domestic production, reduction of oil imports, and reduced consumption of oil products. An analysis of costs versus benefits indicated that increased domestic production of 181,000 barrels per day would cost the public \$190.72 per barrel, a high-cost/low-benefit ratio. The lower consumption would affect mostly lower income groups. Farm equipment does not lend itself to lower fuel consumption so farmers would pass on higher costs of fuel which would be reflected in higher food prices. (HTW)

069

Regulations for the Business and Industrial and Community Facility Assistance Programs Authorized by the Rural Development Act of 1972. B-114873. April 15, 1973. 32 pp.

Report to Sen. Dick Clark, Chairman, Senate Committee on Agriculture and Forestry: Rural Development Subcommittee; Sen. George S. McGovern, Chairman, Senate Committee on Agriculture and Forestry: Agricultural Credit and Rural Electrification Subcommittee; by Elmer B. Staats, Comptroller General.

Organization Concerned: Farmers Home Administration.

Congressional Relevance: *Senate Committee on Agriculture and Forestry: Rural Development Subcommittee; Senate Committee on Agriculture and Forestry: Agricultural Credit and Rural Electrification Subcommittee.*

Authority: Rural Development Act of 1972 (P.L. 92-419; U.S.C. 1921 (Supp. II)). Consolidated Farmers Home Administration Act of 1961, as amended (7 U.S.C. 1921 et seq.). Agriculture and consumer Protection Act of 1973 (P.L. 93-86; 87 Stat. 221). Intergovernmental Cooperation Act of 1968, § 401(a) (42 U.S.C. 4231(a)). 7 U.S.C. 2661 et seq. (Supp. II). 16 U.S.C. 590 (Supp. II). OMB Circular A-95. H. Rept. 92-835. H. Rept. 92-1129. H.R. 12931 (92nd Cong.). S. 3462 (92nd Cong.). S. Rept. 92-734. 38 Fed. Reg. 29025. 38 Fed. Reg. 29036. 38 Fed. Reg. 29047.

The Rural Development Act of 1972 amended the Consolidated Farm and Rural Development Act to authorize the Secretary of Agriculture to make business and industrial loans for improving, developing, or financing business, industry, and employment, and for improving the economic and environmental climate in rural communities. The 1972 act also authorized the Secretary to make business and industrial grants to facilitate the development of private business enterprises and community facility loans to provide rural areas with essential community facilities. **Findings/Conclusions:** The Farmers Home Administration (FHA) has not issued regulations to implement two small business loan programs authorized by the act, and their community facility loan regulations give public bodies preference for available loan funds, although such preference is not provided for by law. **Recommendations:** The Agricultural and Forestry Subcommittees on Rural Development and on Agricultural Credit and Rural Electrification may wish to: insure that FHA's regulations are amended to specify the requirements and conditions for jointly financing businesses with other Federal and State agencies and private and quasi-public financial institutions; specify the conditions for financing the acquisitions of existing enterprises; provide for a maximum 5% interest rate on loans to nonprofit associations and

Indian tribes, and give veterans preference for business and industrial loans. (SC)

070

[Allegations concerning Administration of the Farm Labor Housing Program in Palm Beach County, Florida]. B-177486. January 31, 1974. 9 pp.

Report to Rep. William D. Ford, Chairman, House Committee on Education and Labor: Agricultural Labor Subcommittee; by Elmer B. Staats, Comptroller General.

Organization Concerned: Farmers Home Administration; Rangeline Labor Foundation, Inc.; Florida Rural Legal Services, Inc.; American Friends Service Committee, Inc.; Palm Beach County, FL: Housing Authority.

Congressional Relevance: *House Committee on Education and Labor: Agricultural Labor Subcommittee.*

Authority: Housing Act of 1949, as amended. 7 C.F.R. 1822.68(d).

Allegations were made concerning administration of the Farm Labor Housing Program in Palm Beach County, Florida, by the Farmers Home Administration (FHA). The allegations involved a housing project provided by the Rangeline Labor Foundation, Inc.

Findings/Conclusions: It was alleged that FHA's proposed transfer of a Rangeline project to the Palm Beach County Housing Authority (PBCHA) was an attempt to cover up possible losses. There was no evidence to support this allegation. According to the former FHA county supervisor, the project was offered to PBCHA because it would never be economically feasible without a grant. It was also alleged that Rangeline skimmed rental profits without adequately maintaining the projects. There was evidence of poor maintenance, but income and expenses could not be verified because of lack of records. As alleged, nonfarmworkers had occupied a Rangeline project without authorization for the period before the summer of 1972. It was also alleged that housing funds were used to increase labor contractors' control over farmworkers and that contractors were permitted to block-lease apartments. FHA regulations prohibiting block leasing were applicable to the Rangeline projects for a 7-month period, but are no longer applicable. (HTW)

071

[Bureau of Reclamation's Cost of Constructing the Garrison Diversion Unit]. B-164570. May 15, 1974. 7 pp.

Report to Rep. Henry S. Reuss, Chairman, House Committee on Government Operations: Conservation, Energy and Natural Resources Subcommittee; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Bureau of Reclamation

Congressional Relevance: *House Committee on Government Operations: Conservation, Energy and Natural Resources Subcommittee.*

Authority: National Environmental Policy Act of 1969 (83 Stat. 852). Uniform Relocation Assistance and Real Property Acquisition Policies Act (84 Stat. 894). P.L. 89-106. P.L. 87-874.

The Bureau of Reclamation has not followed its procedures for controlling and estimating total Federal obligations for the Garrison diversion unit, a multipurpose water resources development project being constructed in North Dakota. As a result, the Bureau has probably underestimated from about \$42.1 million to about \$66.1 million the total Federal obligations to be incurred. In addition, alternatives being considered to settle the water quality dispute with Canada, if adopted, will further increase the estimated cost of the Garrison unit by \$5 million to \$31 million. **Findings/Conclusions:** Bureau instructions state that an authorized appropriation ceiling should be updated annually to serve as a control for total Federal

obligations. Since the instructions also state that total project costs should show the most current information available, these costs should include: the costs for features actually planned for construction; the unit costs representative of costs actually incurred in the construction area and equivalent to costs on which the authorized appropriation ceiling was based; allowances for the cost of items not generally included until final designs are drawn; and increased costs for items affected by general legislation and changed construction standards. **Recommendations:** The Bureau should update the estimated total Federal obligations for these costs. If the estimated total Federal obligations exceed the ceiling, the Bureau should advise the Congress promptly. The Bureau should also formally inform the Congress about the water quality dispute with Canada and its possible effect on project costs. (SC)

072

Need for a National Weather Modification Research Program. B-133202. August 23, 1974. 30 pp. + 9 appendices (38 pp.). Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of the Interior; Department of Agriculture; Department of Commerce; Department of Defense; Department of Transportation; National Aeronautics and Space Administration; National Science Foundation; Office of Management and Budget.

Congressional Relevance: Congress.

Authority: (P.L. 92-125; 85 Stat. 344). P.L. 83-256. P.L. 85-510. P.L. 92-205. OMB Circular A-62.

During fiscal year 1974 seven Federal departments and agencies--the Departments of Agriculture, Commerce, the Interior, Defense, and Transportation, the National Science Foundation, and the National Aeronautics and Space Administration--conducted weather modification research. **Findings/Conclusions:** For nearly a decade, studies of the administration of Federal weather modification research have identified common problems hindering progress: no central authority to direct Federal departments' efforts; ineffective coordination; and insufficient resources to achieve timely, effective results. A national weather modification research program, administered and maintained by a lead agency, is needed to effectively administer the fragmented Federal weather modification research activities. **Recommendations:** The Office of Management and Budget should, in cooperation with the Federal departments and agencies involved in weather modification research: develop a national program with goals, objectives, priorities, and milestones, designating one of the agencies, which would have a major program responsibility, to administer and maintain the national program; develop a plan to define and reassign, if appropriate, the responsibilities of Federal departments and agencies providing support or conducting weather modification research; and develop a plan to allocate resources to the national program elements. (Author/SC)

073

[Sales of Corn Stored in Commodity Credit Corporation Bins in Iowa and Nebraska and Wheat Stored in Commercial Warehouses]. B-114824. September 1, 1974. 6 pp. Report to Sen. James G. Abourezk; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Commodity Credit Corp.

Congressional Relevance: Sen. James G. Abourezk.

On January 1, 1973, the Commodity Credit Corporation (CCC) had 26.1 million bushels of corn in its bins; 13.3 million bushels were in Iowa and 8.3 million bushels were in Nebraska. Under sales terms outlined by the Prairie Village commodity office of the Agricultural

Stabilization and Conservation Service (ASCS) in January 1973, buyers of CCC bin-site corn had to pay at least market price and to make a 25% advance payment and remove the corn from the bin within 60 business days after the sale; after this period the buyers were to be charged storage fees on corn not removed from the bin. Sale terms offered were subsequently modified several times. **Findings/Conclusions:** Buyers of the bin-site corn sold by ASCS offices during the 15-month period which ended in April 1974 not charged storage until after ASCS officials had determined that rail transportation was available. The 25% advance was not received until 5 days after transportation was available. No interest was charged. The ASCS required final settlement on each lot as taken over by the buyer. County offices in both Iowa and Nebraska considered only rail transportation in determining when to charge the storage fee. About 25 million bushels of wheat stored in commercial warehouses and sold by the Prairie Village commodity office on "to arrive" contracts in the early part of 1973 remained undelivered as of April 1974. Review of several extended-settlement payments, which could only be made after evidence was submitted showing that transportation was unavailable, indicated that the settlements were proper. Corn sold during the period investigated was at market prices. For grain sold in the warehouse where it was a sales price was at least equal to current market prices. Inventory of unsold grain on May 31, 1974, was 73 million bushels, practically all feed grains. (SC)

074

Improvements Needed in Making Benefit-Cost Analyses for Federal Resources Projects. B-167941. September 20, 1974. 50 pp. + 4 appendices (18 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of the Army; Department of the Interior; Department of Agriculture; Tennessee Valley Authority; Water Resources Council.

Congressional Relevance: Congress.

Authority: Flood Control Act of 1936 (33 U.S.C. 701a). Water Resources Planning Act of 1965 (42 U.S.C. 1962). Area Redevelopment Act of 1961 (75 Stat. 47). Public Works and Economic Development Act of 1965, as amended (42 U.S.C. 3121 et seq.). Tennessee Valley Authority Act of 1933, as amended. Federal Project Recreation Act. Fish and Wildlife Coordination Act of 1962 (16 U.S.C. 831, 16 U.S.C. 4602-12 et seq., 16 U.S.C. 661 et seq.).

Executive branch policies, standards, and procedures for formulation, evaluation, and review of individual project plans for developing water resources were issued in May 1962 and printed in Senate Document 97. **Findings/Conclusions:** A review of projects showed that: benefits were not computed in a consistent manner; benefits were not based on analysis of conditions without the project; benefit computations were not adequately supported; and project costs and induced costs were not fully considered in the benefit-cost determinations. **Recommendations:** The Committees of Agriculture, the Army, and the Interior and the Chairman of the Board of the Tennessee Valley Authority should have agencies revise or develop, as necessary, their detailed procedures for making benefit-cost analyses and submit them to the Water Resources Council; periodically evaluate their detailed procedures; recognize changed objectives, needs, and conditions and improve methods and procedures; and strengthen their internal management procedures for assessing benefit-cost determinations for compliance to the governing principles and standards, implementing detailed procedures, and the completeness and adequacy of supporting documentation. The Chairman of the Water Resources Council should have the Council review the agencies' detailed procedures for uniformity and consistency with the principles and standards.

075

Congress Needs More Information on Plans for Constructing the Garrison Diversion Unit in North Dakota. B-164570 November 23, 1974. 39 pp. + appendix (8 pp.)

Report to Rep. Henry S. Reuss, Chairman, House Committee on Government Operations: Conservation, Energy and Natural Resources Subcommittee, by Elmer B. Staats, Comptroller General.

Organization Concerned: Bureau of Reclamation.

Congressional Relevance: House Committee on Government Operations: Conservation, Energy and Natural Resources Subcommittee.

Authority: National Environmental Policy Act of 1969 (83 Stat. 852). (P L 89-103; 79 Stat. 433)

The Garrison Diversion Unit project, a multipurpose water resources development project in North Dakota, was authorized in August 1965. The authorizing legislation provided for irrigating 250,000 acres, supplying municipal and industrial water for 14 towns and cities, and developing 36 major and several minor fish and wildlife areas and 9 major recreational areas. The act established a cost ceiling for the project of \$207 million, plus or minus any increases or decreases justified by ordinary fluctuations in construction costs.

Findings/Conclusions: The Bureau of Reclamation's estimated project cost was understated by about \$72.6 million. The total estimated Garrison project cost was understated because: estimated costs representative of those actually incurred in the construction area were not consistently included; an allowance for the cost of items not generally included until final designs are drawn was also not consistently included; and the estimated cost of land to be acquired was not based on recent land purchases in the construction area. **Recommendations:** The Secretary of the Interior should require the Bureau of Reclamation to update the total estimated cost of the Garrison project to include: estimated costs representative of costs actually being incurred in the construction area; allowances for costs of items not generally included until final designs are drawn; estimated costs for additional requirements established by general legislation and new construction standards; and estimated costs for changes to the authorized project plan. (SC)

076

Department of Labor's Practice of Obtaining Labor Union Comments in Making Certifications Required by the Consolidated Farm and Rural Development Act. B-114873. December 16, 1974. 13 pp. + 3 appendices (19 pp.).

Report to Sen. Clifford P. Hansen; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Department of Labor; Farmers Home Administration; American Federation of Labor and Congress of Industrial Organizations.

Congressional Relevance: Sen. Clifford P. Hansen.

Authority: Consolidated Farm and Rural Development Act (7 U.S.C. 9121 (Supp. II)). Rural Development Act of 1972, § 310B (7 U.S.C. 1932 (Supp. II)). 18 U.S.C. 1905. 38 Fed. Reg. 16375. 38 Fed. Reg. 29036. 39 Fed. Reg. 37650.

A review was conducted of the Department of Labor's practice of obtaining labor union comments in making certifications required by the Consolidated Farm and Rural Development Act. Under the act, Labor is required to certify that assistance under the Department of Agriculture's Farmers Home Administration business and industrial loan and grant programs will not result in: transfer of employment or business activity from one area to another; overproduction of goods, materials, or commodities; or the overavailability of services or facilities in an area. **Findings/Conclusions:** The Rural Development Act's legislative history is silent on whether the Congress intended the Secretary of Labor to obtain labor union comments when making certifications; the practice was initiated in February 1974 at AFL-CIO's request. Union comments were used

as an information source and union approval was not a prerequisite to certification. Through July 10, 1974, the Department of Labor had sent AFL-CIO information on 679 businesses and industries on which certification was requested. As of July 31, 1974, unions had commented negatively on 22 of these businesses. Labor suspended its practice of soliciting union comments in August 1974 pending implementation of its proposed new certification procedures. The Department proposes to publish weekly in the Federal Register a list of applicants, businesses, and industries pending certification. Labor has not been able to process all certification requests within the 60-day statutory limit. Requests requiring over 60 days to process have included ones with and without union comments. To expedite processing, the Department of Labor has proposed new certification procedures which should help expedite the process. Officials did not believe that confidential proprietary information about companies had been disclosed. **Recommendations:** The Department of Labor should communicate all negative comments which could lead to the denial of certification directly to the applicant or business for its response. (SW)

077

[Farmers Home Administration's Practices with Regard to Credit Reports for Mortgage and Agricultural Loans]. B-114873 December 24, 1974. 4 pp. + 2 enclosures (6 pp.).

Report to Sen. William Proxmire; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Farmers Home Administration.

Congressional Relevance: Sen. William Proxmire.

The Farmers Home Administration (FmHA) instructions authorize county and assistant county supervisors to obtain credit reports from credit reporting companies for both mortgage (housing) loans and agricultural (farm operating) loans. FmHA headquarters office records on loan repayment delinquencies showed that, as of June 30, 1974, about 8% of FmHA's housing loans and about 15% of its farm operating loans were in a delinquent status. **Findings/Conclusions:** FmHA uses credit reports from credit reporting companies selected by the Department of Housing and Urban Development each year on a bid basis. The credit reports for housing loans are generally obtained from these companies, while FmHA county supervisors, who receive training in making credit analyses, generally make credit analyses for farm operating loans themselves since they must determine whether the enterprises will be profitable and produce enough income to repay the loans as well as obtain information on the applicants' credit histories. According to FmHA officials, the difference between the delinquency rates of the two types of loans is not necessarily attributable to the difference sources of credit analyses, but to the differences in loan purposes and the degree of risk involved. (SC)

078

Emergency Temporary Standards on Organophosphorous Pesticides. MWD-75-55; B-179768. February 24, 1975. 2 pp. + appendix (13 pp.).

Report to Rep. Bill Archer; Rep. M. Caldwell Butler; Rep. George A. Goodling; Rep. James F. Hastings; Rep. G. V. Montgomery; Rep. Steven D. Symms; Rep. Joe D. Waggoner, Jr.; Rep. Antonio Borja Won Pat; by Elmer B. Staats, Comptroller General.

Organization Concerned: Environmental Protection Agency; National Inst. for Occupational Safety and Health; Occupational Safety and Health Administration.

Congressional Relevance: Rep. Bill Archer; Rep. M. Caldwell Butler; Rep. George A. Goodling; Rep. James F. Hastings; Rep. G. V. Montgomery; Rep. Steven D. Symms; Rep. Joe D. Waggoner, Jr.; Rep. Antonio Borja Won Pat.

Authority: Occupational Safety and Health Act of 1970, § 6 (29 U.S.C. 655) S. Rept. 91-1282.

Although the Occupational Safety and Health Administration (OSHA) issued two emergency temporary standards for pesticides, neither was ever in effect. The first was withdrawn before its effective date and was revised because of objections by affected parties. The second revised standard was stayed by the the U S Court of Appeals for the Fifth Circuit before its effective date and was subsequently voided by that court. OSHA took no further action after the court's decision. About 1 year after OSHA issued the first emergency temporary standard, the Environmental Protection Agency (EPA) issued regulations establishing a general standard for all agricultural pesticides and specific reentry intervals for 12 pesticides. **Findings/Conclusions:** The court decision to vacate the emergency temporary standard for organophosphorous pesticides was based on its finding that OSHA did not present sufficient data to show that the standard was needed to protect farmworkers from grave danger, the basic criterion in the law for issuing emergency temporary standards. The absence of such data was also the principal reason for a resolution, which was issued before OSHA's standard, by an OSHA standards advisory committee that an emergency temporary standard should not be issued. At the time the emergency temporary standards were issued, OSHA did not have a written definition of grave danger. The data OSHA used in issuing the emergency temporary standards on pesticides would not have met the grave danger criteria developed since the pesticide litigation. (SC)

079

Action Needed to Discourage Removal of Trees That Shelter Cropland in the Great Plains. RED-75-375; B-114833. June 20, 1975. 26 pp. + 2 appendices (5 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Agricultural Stabilization and Conservation Service; Soil Conservation Service. **Congressional Relevance:** Congress.

Authority: Timber Culture Act (17 Stat. 605). Soil Conservation and Domestic Allotment Act, as amended (16 U.S.C. 590). Agriculture and Consumer Protection Act of 1973 (16 U.S.C. 1501-08; 16 U.S.C. 1510). Agricultural Adjustment Act of 1938, as amended (7 U.S.C. 1334). Agricultural Act of 1970 P.L. 84-1201. P.L. 91-118. 70 Stat. 1115. 83 Stat. 194.

Unless actions are taken to encourage farmers to renovate and preserve existing windbreaks rather than remove them, an important resource which has taken many years to develop could be lost and adjacent croplands could erode and become less productive. **Findings/Conclusions:** A survey of information on 16 counties in Kansas, Nebraska, and Oklahoma showed that, although tree removals in these counties do not represent a serious problem at the present time, the removal rates in some counties warrant concern. Most field windbreaks were being removed to make more land available for production or to install and use irrigation systems. Properly planned and maintained windbreaks remain a permanent protection against wind erosion even during periods of drought when most other conservation practices become less effective. During severe drought periods, windbreaks could be the only source of protection against wind erosion. Although some Federal programs encourage planting and routine maintenance of windbreaks, no Federal or State program exists which is specifically designed to discourage windbreak removals or to assist farmers on a wide scale to renovate old field windbreaks. **Recommendations:** The Secretary of Agriculture should have the appropriate departmental agencies: survey, especially in the Great Plains, the extent of windbreak removals and the renovation needed to preserve existing windbreaks; encourage counties to carry out a cost-sharing windbreak renovation program; and initiate an educational program supporting efforts to preserve and renovate existing windbreaks. (Author/SC)

080

[An Experiment to Determine Whether It Was Technically and Operationally Feasible to Eradicate the Boll Weevil]. RED-75-381; B-133192. June 23, 1975. 3-pp

Report to Secretary, Department of Agriculture; by Henry Eschwege, Director, Resources and Economic Development Div

Organization Concerned: National Cotton Council, Cotton, Inc. **Authority:** Agricultural and Consumer Protection Act of 1973 (7 U.S.C. 1305).

The boll weevil is a major pest of cotton causing crop losses and control costs of almost \$300 million a year. During fiscal year 1972, a 2-year experiment to determine whether it was technically and operationally feasible to eradicate the boll weevil was undertaken cooperatively by the Department of Agriculture, the States of Mississippi, Louisiana, Alabama, and Texas, the National Cotton Council, and Cotton, Incorporated. The location of the experiment was in an area centered in southern Mississippi and extending into southwestern Alabama and southeastern Louisiana. The experiment was completed in August 1973. **Findings/Conclusions:** One of the greatest obstacles to developing and demonstrating effective suppression techniques in past boll weevil research was the lack of adequate isolation of experimental areas to prevent migration of boll weevils from surrounding areas. Because only \$4 million of the estimated needed \$5 million was available, the Department of Agriculture altered its initial plans for insuring that boll weevils would not migrate into the experimental area. Consequently, prevention of migration could not be assured, making it impossible to establish whether boll weevils found in the area after the experiment were migrants or survivors of the eradication treatments. Department officials acknowledged that with adequate funding they might have been able to prove the boll weevils could have been eradicated. The Department is committed to a goal of assessing the costs and benefits of eradicating the boll weevil through a trial program as soon as economic and fiscal conditions permit. (Author/SW)

081

What the Department of Agriculture Has Done and Needs to Do To Improve Agricultural Commodity Forecasting and Reports. RED-76-6; B-114824. August 27, 1975. 41 pp. + 4 appendices (13 pp.).

Report to the Congress; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Congress.

Authority: Agricultural Act of 1970 (P.L. 91-524; 84 Stat. 1362).

Department of Agriculture forecasts of wheat and corn acres harvested, yields, domestic demands, exports, carryovers, and prices have not been sufficiently accurate in recent years. **Findings/Conclusions:** Off-target forecasts and misjudgments of farmers' responses to cropland set-aside programs contributed to decisions which resulted in higher price support payments than would have been incurred otherwise and to land held out of production that should have been planted to meet full production needs. **Recommendations:** The Secretary of Agriculture should activate a committee: to establish documentation requirements for forecasts and for forecasting methodologies, procedures, and assumptions; to systematically and periodically evaluate the accuracy of forecasts; and to recommend changes in data requirements and improvements in methodologies, procedures, and assumptions. The Secretary should also require: that all official forecasts made before the beginning of the marketing year be published; that forecast reports provide a point estimate of the most likely outcome when forecast amounts are stated in ranges; disclosing in forecast reports important assumptions and procedures underlying the forecast amounts; and that periodic evaluation be made of forecast users' information needs and, where

practicable, change forecast reporting to accommodate these needs. (Author/SC)

082

The Fertilizer Situation: Past, Present, and Future. RED-76-14; B-180849 September 5, 1975 15 pp. + appendix (1 pp.).
Staff paper.

Organization Concerned: Department of Agriculture.

During the past 25 years, the fertilizer industry has gone through several cycles. In 1974 the United States did not have enough nitrogen and phosphate fertilizer to meet domestic demand, although industry and Government estimates of the level of shortage differed. Factors contributing to the shortage were: increased domestic demand, increased exports, transportation problems, plant expansion problems, and curtailment of natural gas. Alternative considerations indicated that there are drawbacks to the widespread use of animal wastes, and restricting the nonagricultural use of fertilizer would have little impact on the shortage. Efforts to alleviate the shortage were establishment of a Government interagency panel; reduction of exports; and an increase in production capacity. In 1975 consumption of fertilizer materials was 16% less for a 9-month period than for the same period the year before and supplies for nitrogen and phosphate fertilizer increased. Future shortages will depend on weather and relative crop and fertilizer prices. Anticipated capacity was expected to be adequate to supply demand for phosphate and nitrogen fertilizers in 1975 and 1978, respectively. Potash supplies are tight but adequate to at least 1980. Limited supplies of natural gas will continue to be a problem. The Interagency Fertilizer Task Force seems to be a good mechanism for monitoring and alleviating fertilizer problems. (Author/HTW)

083

[The Farmers Home Administration's Emergency Loan Program]. RED-76-24; B-114873. September 12, 1975. 2 pp. + enclosure (10 pp.).

Report to Rep. Bill Alexander; by Elmer B. Staats, Comptroller General.

Organization Concerned: Farmers Home Administration; Department of Agriculture.

Congressional Relevance: Rep. Bill Alexander.

Authority: Consolidated Farm and Rural Development Act, as amended (7 U.S.C. 1961 (Supp. III)). (P.L. 94-68; 89 Stat. 381).

Before enactment of P.L. 94-68, the Secretary of Agriculture was required to designate any area of the United States, Puerto Rico, and the Virgin Islands as an emergency area if he found that there existed a general need for agricultural credit and the need resulted from a natural disaster. When such a designation was made, the Farmers Home Administration (FmHA) could make emergency agricultural loans in that area for property damage or severe production losses caused by the disaster. Questions were raised about the disaster designations for counties in Arkansas' first congressional district early in 1975. *Findings/Conclusions:* The counties were designated as disaster areas in March 1975 as the result of drought, excessive rainfall, and a freeze which occurred during the 1974 growing season. FmHA county supervisors do not need specific instructions from higher level officials to initiate requests for disaster designations. In some cases, the supervisors triggered the process by compiling necessary information, submitting reports through the county governing body, the Governor, and finally the Secretary of Agriculture. The FmHA national office gives disaster designations top priority, but the Department of Agriculture gives its employees wide latitude in making judgments about priority to be given to the types of disasters

which cause losses. FmHA employees were directed to consider the need for disaster designation by gathering necessary information, and there was no pressure to delay the process. Before enactment of P.L. 94-68, a general need for credit resulting from the disaster was required; therefore, county supervisors waited until the harvest was in before making required estimates in the Arkansas counties (HTW)

084

Land Satellite Project. PSAD-76-74; B-183134 January 30, 1976 42 pp.

Staff study by Richard W. Gutmann, Director

Organization Concerned: National Aeronautics and Space Administration.

The Land Satellite (LANDSAT) is a National Aeronautics and Space Administration (NASA) experimental project to determine the utility of satellite-acquired earth resources data for the management of our environment and natural resources. Two LANDSATs have been launched and a third ("C") was planned for launch in September 1977. *Findings/Conclusions:* NASA's March 1975 planning estimate for LANDSAT-C project costs was \$35.7 million, and its current estimate, including payload costs, is \$42.7 million. The estimate should be \$47.2 million based on inclusion of payload costs and the Goddard Space Flight Center's October 1975 estimated increases. The project budget does not include an amount for the principal investigator program. Federal agencies involved in the project have not developed a long-range plan including user requirements to assist in deciding if and when LANDSAT should become operational. Potential users have expressed a need for training programs in the use of LANDSAT data. Cost benefit studies performed by the Department of the Interior and NASA for an operational program reported widely divergent results. The contrast between the U.S. open data dissemination policy and the attitudes of some other countries raises questions as to which type of system (national, regional or global) will best serve U.S. interests. *Recommendations:* NASA should: include costs for the principal investigator program in its LANDSAT-C estimates; take the lead in developing a plan for training LANDSAT data users; and lead other participating agencies in developing a plan for evaluating progress toward deciding if and when there should be an operational earth resources satellite system. (HTW)

085

Action Is Needed Now to Protect Our Fishery Resources. GGD-76-34; B-145099. February 18, 1976. 38 pp. + 7 appendices (17 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: National Oceanic and Atmospheric Administration; National Marine Fisheries Service; Commission on Marine Science, Engineering and Resources; National Advisory Committee on Oceans and Atmosphere.

Congressional Relevance: Congress.

Authority: Fish and Wildlife Act of 1956 (P.L. 84-1024; 16 U.S.C. 742c). Marine Resources and Engineering Development Act of 1966 (P.L. 89-454). H.R. 200 (94th Cong.).

Many fish species of importance to the U.S. fishing industry are being depleted or threatened with depletion through overfishing by domestic and foreign fishermen and the alteration of coastal areas. In addition, many U.S. fisheries have excess harvesting capacity which often leads to overfishing. Difficulties in management of U.S. fisheries center around: the common property nature of the resource; fragmented jurisdiction involving foreign governments as well as Federal, State, and local entities; and lack of precise biological data.

Findings/Conclusions: Large, modern foreign fishing fleets operating off the U.S. coasts have contributed to overfishing and depletion of many species especially valuable to U.S. fishermen. Fish stocks harvested almost exclusively by U.S. fishermen becoming depleted or threatened by depletion include the inshore American lobster, northern shrimp, and surf clam. The National Marine Fisheries Service established the State-Federal Fisheries Management Program in 1971 to achieve coordinated management. Although some improvements have been made, progress has been slow. The basic problem is the difficulty in obtaining States' agreements to put necessary controls in effect. In 1972 over 3 million tons of fish were caught by foreign fishermen off U.S. shores at a distance of 12 to 200 miles; by comparison, U.S. fishermen caught only about 0.3 million tons of fish in this area. About two-thirds of the foreign catch was made by Japan and the Soviet Union. The Law of the Sea Conference has addressed extending the fishing zone to 200 miles from the shores of coastal nations but has not reached a solution. A bill introduced in the 94th Congress proposed to extend the contiguous zone from 12 to 200 miles off the U.S. coast. **Recommendations:** The Secretary of Commerce should direct the Administrator of the National Oceanic and Atmospheric Administration to accelerate fisheries research, giving priority to the data needs of fisheries management, including the State-Federal Fisheries Management Program, issue and implement criteria for the future selection of species to be included in the program, and establish for each selected species a timetable for implementing appropriate conservation measures. (Author/SW)

086

Agricultural Research: Its Organization and Management. RED-76-92 April 9, 1976. 50 pp. + 12 appendices (70 pp.).

Staff study by Henry Eschwege, Director, Resources and Economic Development Div.

Organization Concerned: Department of Agriculture.

Authority: Organic Act of 1862 (7 U.S.C. 2201; 7 U.S.C. 301-08). Hatch Act of 1887, as amended (7 U.S.C. 361a). McSweeney-McNary Forestry Research Act of 1928, as amended (16 U.S.C. 581). McIntire-Stennis Act of 1962 (16 U.S.C. 582a). Organic Act of 1890. Research and Marketing Act of 1947, as amended. Rural Development Act of 1972. 7 U.S.C. 2661 (Supp II). U.S.C. 323. 7 U.S.C. 450i. 7 U.S.C. 427. 7 U.S.C. 1621-27.

The Federal-State agricultural research system is a large, complex, and dynamic system with many independent decisionmakers. It involves six Department of Agriculture agencies, 55 State agricultural experiment stations, 15 schools of forestry, 16 land-grant colleges, and Tuskegee Institute. The Department of Agriculture agencies involved in research include the Agricultural Research Service, the Cooperative State Research Service; the Forest Service, the Economic Research Service, the Farmer Cooperative Service, and the Statistical Reporting Service. During fiscal year 1974, these agencies spent over \$700 million and over 10,000 scientific man-years on agricultural research. At June 30, 1974, they were working on over 21,000 highly diversified research projects involving biological, physical, and economic phases of producing, processing, and distributing farm and forest products; consumer health and nutrition; and social and economic aspects of rural living. Plans for agricultural research are generally based on inputs from managers and scientists from within the Federal-State research organizations and from such outside sources as the Congress, the Office of Management and Budget, producers, research users, other Department of Agriculture agencies, and other Federal agencies. It is usually the scientists, however, who formulate the ideas and initiate the research work to be carried out. (Author/SC)

26

087

Opportunities for More Effective Use of Animal Manure. RED-76-101; B-166506 June 14, 1976. 27 pp. + 5 appendices (13 pp.).

Report to the Congress, by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Energy Research and Development Administration, Environmental Protection Agency.

Congressional Relevance: Congress.

Manure is a valuable economic asset which can be used as fertilizer or from which by-products can be recovered. **Findings/Conclusions:** About half of the 2 billion tons of animal manure generated annually in the United States is generated in feedlots or other confinement operations. Disposal of this manure can cause solid waste disposal and water pollution problems, but the manure has a great resource potential from which both energy and material can be recovered or which can be used in producing food. Using animal manure as a fertilizer has not been effective. Many farmers not fully aware of the value of manure's fertilizer elements applied excessive amounts of manure or did not properly reduce the amount of commercial fertilizer used with it. To effectively use manure as a fertilizer, the farmer must know both its value and the needs of the land. Animal manure can be used or processed to produce energy and certain industrial products or to aid in the production of food. Most of these processes are not yet sufficiently developed for widespread use, but offer an opportunity which should be explored further.

Recommendations: The Secretary of Agriculture should explore various alternatives for standardizing laboratory soil and manure testing, including the feasibility of a laboratory certification system, so that the agricultural community can use such testing to assist in operating in a more productive and economic manner. The administrators of the Environmental Protection Agency and the Energy Research and Development Administration and the Secretary of the Department of Agriculture should enter into a joint agreement delineating the responsibilities for the disposal and utilization of animal manure and provide for adequate coordination of activities. The agreement should provide assurance that innovative research projects will be given adequate consideration for development to a stage where economic and technical viability of the technology can be determined. (Author/SC)

088

Better Federal Coordination Needed to Promote More Efficient Farm Irrigation. RED-76-116; B-114885. June 22, 1976. 39 pp. + 4 appendices (10 pp.).

Report to the Congress, by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of the Interior; Department of Agriculture; Environmental Protection Agency; Bureau of Reclamation; Department of Agriculture; Agricultural Research Service; Department of Agriculture; Extension Service; Soil Conservation Service.

Congressional Relevance: Congress.

Authority: Reclamation Act of 1902 (43 U.S.C. 391 et seq.). Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500).

In 1973, the Bureau of Reclamation delivered 8,541.6 billion gallons of water to U.S. farms for irrigation. However, less than half of the water delivered to a farm for irrigation is productively used by the crops. Overirrigating crops contributes to damages such as: limiting crop production by removing valuable nutrients from the soil and denying water to other croplands; increasing farming costs by increasing maintenance, pumping, and drainage requirements; and contributing to water pollution by washing salts from the soil into streams and rivers and reducing stream flow and oxygen levels necessary for fish and other aquatic life. **Findings/Conclusions:** Farmers inaccurately estimate how often and to what extent they should

irrigate, and they overuse low-cost water in lieu of additional labor or system improvements. Federal agencies do not have comprehensive data to measure the severity of damages from overirrigating or to identify to what extent low-cost water is overused, inaccurate estimates of when and how much water to use are made, or other factors that contribute to the problem. The major Federal effort to encourage irrigation scheduling on Federal projects is through the Bureau of Reclamation program, Irrigation Management Services, which has a computerized irrigation scheduling service to help farmers determine when and in what amounts to irrigate their croplands. The success of these services depends on the voluntary response and cooperation of farmers who have not been convinced of the program's economic or technical reliability. Although first demonstrated in 1969, the program has not been widely accepted; the Bureau has not adequately demonstrated the benefits of the program.

Recommendations: The Secretaries of the Interior and Agriculture and the Administrator of the Environmental Protection Agency should: undertake a coordinated effort to determine the causes for inefficient irrigation practices, develop more complete data on the adverse effects of such practices, and determine what Federal actions and which agencies could best alleviate the practices. The Secretary of the Interior should direct the Bureau of Reclamation to: review the Irrigation Management Services program to develop a more flexible, comprehensive program; direct greater attention to setting objectives and benchmarks in Irrigation Management Services demonstration projects so that benefits of the program can be clearly measured and shown to farmers; increase the frequency of field visits to demonstration projects so that Bureau irrigation technicians can work more closely with selected farmers testing the usefulness of program techniques; and require the use of more carefully tailored approaches to demonstrating Irrigation Management Services benefits (Author/SW)

089

The U.S. Fishing Industry: Present Condition and Future of Marine Fisheries, Volume 1. CED-76-130; B-177024. December 23, 1976. 129 pp.
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Commerce; Department of State.

Congressional Relevance: House Committee on Merchant Marine and Fisheries; Senate Committee on Commerce; Congress.

Authority: Fishery Conservation and Management Act of 1976 (P.L. 94-265). Fish and Wildlife Act of 1956 (P.L. 84-1024). Marine Resources and Engineering Development Act of 1966 (P.L. 89-454). Merchant Marine Act of 1970, as amended; Jones Act (46 U.S.C. 688).

A study of the U.S. commercial fishing industry was performed to delineate policy issues, options, and costs of revitalizing the industry. The United States has almost one-fifth of the world's marine fish resources within 200 miles of its coastline. **Findings/Conclusions:** In spite of the abundance of resources, the U.S. fishing industry is not as strong and prosperous as would be expected. Domestic landings of edible fish have remained constant since 1960 and some segments of the harvesting sector are in a chronically depressed state. The demand for fish has increased but U.S. landings have supplied a declining share of the domestic market while imports of edible species have increased sharply to a point where it represents 62% of the total demand for edible fish products. This resulted in a fish trade deficit of \$1.4 billion in 1974. Opportunities exist to strengthen and expand the industry by increasing the harvest and the efficiency of harvesting operations and overcoming barriers in processing, marketing, and distributing fish and fish products. **Recommendations:** Some of the solutions offered include: (1) limiting fishing; (2) expanding Government's authority; (3) encouraging cooperation among states, universities, and industry; (4) technical assistance; (5) improved financing; and (6) research and development programs. (Author/HTW)

Food

090

The U.S. Fishing Industry: Present Condition and Future of Marine Fisheries, Volume 2. CED-76-130-A. December 23, 1976. 477 pp.
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Commerce; Department of State.

Congressional Relevance: House Committee on Merchant Marine and Fisheries; Senate Committee on Commerce; Congress

Authority: Fishery Conservation and Management Act of 1976 (P.L. 94-265). 16 U.S.C. 742d 16 U.S.C. 744. 16 U.S.C. 760. 16 U.S.C. 1202. 16 U.S.C. 758a. 14 U.S.C. 94 33 U.S.C. 1441, 1442. 16 U.S.C. 755, 756. 16 U.S.C. 1221 et seq. 16 U.S.C. 777 16 U.S.C. 1361 et seq. 16 U.S.C. 916 et seq. 16 U.S.C. 661-64.

Appendices to a study of the U.S. fishing industry include: a compilation and analysis of Federal laws affecting the U.S. commercial fishing industry; profiles of important U.S. fisheries; profiles of the fishing industry in selected foreign nations; and statistics of the U.S. and foreign catch of fish off the U.S. coastline. It also includes a University of Washington study, prepared under contract to GAO, on "The Effect of Extended Fishery Jurisdiction by the United States on International Fisheries Conventions and Agreements". (Author/HTW)

091

[*Review of Effectiveness of Land Treatment Agreements in Watershed Areas*]. CED-77-13; B-114833. December 27, 1976 10 pp + enclosure (2 pp.).

Report to Rep. Don. H. Clausen, Ranking Minority Member, House Committee on Public Works and Transportation: Water Resources Subcommittee; by Elmer B. Staats, Comptroller General

Organization Concerned: Soil Conservation Service.

Congressional Relevance: House Committee on Public Works and Transportation: Water Resources Subcommittee.

Authority: Watershed Protection and Flood Prevention Act (1954), as amended (P.L. 83-566; 16 U.S.C. 1001-08, § 4(5)).

Representative Don H. Clausen requested a review to determine if the Soil Conservation Service was properly administering section 4(5) of the amended Watershed Protection and Flood

092

To Protect Tomorrow's Food Supply, Soil Conservation Needs Priority Attention. CED-77-30, B-114833. February 14, 1977 59 pp.
Report to the Congress, by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Soil Conservation Service; Agricultural Stabilization and Conservation Service.
Congressional Relevance: House Committee on Agriculture, Senate Committee on Agriculture and Forestry, Congress.
Authority: 16 U.S.C. 590 et seq.

There are three major Department of Agriculture programs to assist farmers in establishing enduring soil conservation practices to control erosion and preserve the topsoil necessary for crop production. The Conservation Operations Program provides technical assistance to help farmers develop conservation plans and apply conservation measures. The Agricultural Conservation Program channels Federal money to farmers and ranchers to share the costs of carrying out conservation practices on their land. The Great Plains program is a special Federal effort to help combat the unique climatic hazards in the Great Plains by technically and financially helping farmers and ranchers to change crop systems and land uses to conserve soil and water. **Findings/Conclusions:** Much of the money is not being spent on critically needed soil conservation practices having the best payoffs for reducing erosion. In addition, the programs tend to be oriented to individual farmers who seek advice or volunteer to participate in programs. **Recommendations:** The Department of Agriculture should seek out and offer assistance to farmers who have the most severe erosion problems, and should give assistance priority to erosion control measures that provide critically needed, enduring soil conservation benefits. (SC)

093

Ground Water: An Overview. CED-77-69, B-114885 June 21, 1977. 37 pp. + 2 appendices (9 pp.)
Report to the Congress, by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of the Interior; Environmental Protection Agency; Department of Agriculture; Geological Survey.
Congressional Relevance: House Committee on Interior and Insular Affairs; Senate Committee on Energy and Natural Resources; Congress.

Ground water presently supplies about 20% of fresh water used in the United States, and although it is plentiful, little more than one quarter of it is available for use with present extraction techniques. Dependence on ground water varies according to locality, with 2% of Montana's water and 62% of Arizona's coming from ground water.

Findings/Conclusions: In many areas, ground water is being used faster than it is being replenished, and to some extent, soil subsidence and saltwater seepage are occurring. The problem is most acute in the High Plains region of western Texas and eastern New Mexico. Ground water management by local and State governments in Western States has emphasized administering and protecting water rights. State water rights laws and lack of sufficient geological data have prevented more intensive management. The Federal Government's contributions are data gathering, research, technical assistance, and water resources development. The Geological Survey has provided data on aquifer systems to managers through its Federal/State cooperative program, but more data are needed. The President indicated that he was recommending major policy reforms in water conservation. Questions posed related to the role of the Government in ground water management, water rights, priorities for Federal assistance, unified management of ground and surface waters, transfer of water from one river basin to another, and possible incentives for decreasing irrigation. These questions warrant consideration by Congress, Federal and State agencies, and private institutions when deve-

loping major policy reform for better ground water management. (HTW)

094

Organizing and Financing Basic Research to Increase Food Production. June 1977 21 pp. + appendix (17 pp.).
Report to Sen. Edward M. Kennedy, Chairman, Office of Technology Assessment; Technology Assessment Board; Rep. Olin E. Teague, Chairman, House Committee on Science and Technology; Sen. Hubert H. Humphrey,
Prepared by the Office of Technology Assessment.

Organization Concerned: Department of Agriculture; National Science Foundation
Congressional Relevance: House Committee on Science and Technology. Sen. Hubert H. Humphrey.

Although basic research offers opportunities for discovery of knowledge vital to the understanding of biological processes, appropriations in basic research to increase food production have not kept up with research costs. Past research programs have led to increased agricultural productivity, and it was projected that an investment of \$300 million to \$500 million over a 10-year period would probably yield returns of \$1 billion to \$2 billion over the next 20 years. Administration of basic research could be assigned to either the Department of Agriculture (USDA) or the National Science Foundation (NSF). Expanded research has been recommended for the 117 most important problems identified at a conference on research to meet food needs. An advisory panel found that about \$15.6 million annually is being spent in the high-priority areas of photosynthesis, biological nitrogen fixation, and cell culture studies and that an expanded basic research program in these areas would be cost beneficial. Options for Congress are to: continue funding research at the current level; appropriate funds for basic research to be administered by the Secretary of Agriculture under P.L. 89-106; mandate the creation in USDA of an office of competitive grants and authorize a long-term program of basic research; and authorize and finance an NSF program for expanded basic research. (HTW)

095

Restrictions on Using More Fertilizer for Food Crops in Developing Countries. ID-77-6; B-159652. July 5, 1977 35 pp. + 11 appendices (30 pp.).
Report to the Congress, by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development; Department of Agriculture; Department of State; Department of the Treasury.

Congressional Relevance: House Committee on International Relations; Senate Committee on Foreign Relations; Congress.
Authority: Foreign Assistance Act of 1961, as amended, § 103(b).

Developing countries could produce more food by using more fertilizer. Although steps have been taken to produce more fertilizer, its use is often hindered by the individual countries' policies and institutional constraints. **Findings/Conclusions:** Farmers in many developing countries find it difficult to use more fertilizer due to such governmental policies as the maintenance of artificially low food prices for urban populations which discourage farmers from using high cost agricultural products. Fertilizer use should be considered along with other methods of increasing crop yield and as part of a needed effort to increase food crops in developing countries.

Recommendations: The Secretaries of State, Agriculture, and the Treasury and the Administrator of the Agency for International Development should work for concerted action by all countries and institutions that provide fertilizer assistance to: (1) induce recipient

governments to revise policies which act as constraints and to adopt a strategy to increase the use of fertilizer on food crops; and (2) incorporate, where appropriate, a requirement in new agreements with recipient countries for food, financial, and technical assistance that affirmative action be taken by developing countries to remove constraints to greater agricultural production, including constraints to increasing the use of fertilizer. (Author/SC)

096

Management of Agricultural Research: Need and Opportunities for Improvement. CED-77-121; B-133192. August 23, 1977. Released August 25, 1977. 40 pp. + 4 appendices (17 pp.). Report to Rep. Richard Bolling, Chairman, Joint Economic Committee; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry; Joint Economic Committee.

Authority: Organic Act of 1862 (7 U.S.C. 2201, et seq.). Hatch Act of 1887, as amended (7 U.S.C. 361a). McSweeney-McNary Forestry Research Act of 1928, as amended (16 U.S.C. 581). McIntire-Stennis Act of 1962 (16 U.S.C. 582a). 7 U.S.C. 450i. H.R. 78 (95th Cong.). H.R. 2223 (95th Cong.). H.R. 4863 (95th Cong.). H.R. 7171 (95th Cong.). S. 248 (95th Cong.).

Although the extremely complex and highly diversified agricultural research system in the United States has made notable contributions to the Nation's well-being, there is an increasing realization that an up-to-date national plan needs to be developed and maintained if the system is to be responsive to future critical problems and needs and if limited public dollars are to be wisely used. The Agricultural Research Service, the largest organization in the Federal-State research system, could improve its research through better planning, project selection, and review of ongoing work. **Findings/Conclusions:** Until recently, the Service placed most of its emphasis on short-range planning. In fiscal year 1977, the Service recognized the need for long-range planning by categorizing research under national and special research programs and developing a long-range planning document for each program area. Much of the technical and administrative data needed for developing strategies was unavailable, inaccurate, or fragmented. **Recommendations:** The Secretary of Agriculture should direct the Agricultural Research Service to: identify and document the relative priorities of each national research program and of each problem and research need within the program areas; develop agencywide criteria and peer review procedures for assessing the scientific and technical merits of all research proposals; and require that the annual unit reports and plans better document the technical aspects of active research projects and be reviewed by technical advisors. The Secretary should also take the necessary steps to have a national agricultural research plan developed and maintained. (Author/SC)

097

Stronger Controls Needed over the Migrant and Seasonal Farmworkers Association Programs in North Carolina. HRD-77-84; B-177486. September 8, 1977. Released September 11, 1977. 27 pp. + 2 appendices (15 pp.). Report to Sen. Robert Morgan; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Labor; Migrant and Seasonal Farmworkers Association, Inc.

Congressional Relevance: Sen. Robert Morgan.

Authority: Comprehensive Employment and Training Act of 1973, title III, as amended (29 U.S.C. 873 (Supp. V)).

The Migrant and Seasonal Farmworkers Association operates programs that provide employment and training services to farmworkers in North Carolina. Although most of the program goals have been met, many job placements lasted only a short time. In addition, the association's administrative costs in 1975 exceeded the 20% limit imposed by the Department of Labor's regulations. **Recommendations:** The Secretary of Labor should: provide technical assistance to the association to make sure that administrative costs are properly classified; take corrective action regarding administrative costs that exceed the 20% limit and money paid to the training contractor that exceeds allowable training costs; and closely monitor association activities to make sure that only allowable costs are incurred under the grant. The Secretary should require the association to: work with vocational training contractors to improve attendance-certification practices; adhere to prescribed followup procedures for training participants; adhere to prescribed authorization and documentation requirements for employee travel reimbursement; provide that followup records be detailed enough to show why people did not stay in jobs found through the association; and provide that people referred to public assistance programs be recorded only if they are not already served by such programs. (Author/SC)

098

Food Waste: An Opportunity to Improve Resource Use. CED-77-118; B-114824. September 16, 1977. 51 pp. + 4 appendices (24 pp.). Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry; Congress.

Authority: Tax Reform Act of 1969. Tax Reform Act of 1976.

About 20% of all food produced in the United States is lost or wasted in a year, amounting to about \$31 billion. Losses occur during harvest, storage, transportation, processing, at the wholesale/retail level, and at restaurants, institutions, and households. **Findings/Conclusions:** Large losses occurred at the consumption level, both institutional and household. Uneaten food thrown away (plate waste) is a problem in the National School Lunch Programs, and similar waste has been reported in all group feeding situations. The Department of Agriculture's food stamp program contains an allowance for some food to be discarded. It was estimated that, for 1977, 1% of waste would result in a food loss of \$50 million. The Department has given only limited financial support to research to make reduction of loss economically feasible. Households discarded the most edible food, worth \$11.7 billion. Research on loss showed that households with good knowledge of food safety have less waste. Reducing food loss would: improve the productivity and efficiency of the food system; increase food production for a given level of land, fertilizer, energy, and related factors; and provide an opportunity for feeding the hungry. Changes in tax laws have eliminated some incentives to donations of food. **Recommendations:** The Secretary of Agriculture should: undertake a comprehensive study of the magnitude and causes of loss and focus research attention in promising areas; determine the extent and causes of waste among food stamp recipients and in Department-supported feeding programs and take remedial action as appropriate; review priorities given to research activities devoted to loss reduction; undertake educational efforts that are found to be related to elimination of household waste; and review opportunities for encouraging charitable donations of food by extending tax benefits or by other programs. (HTW)

099

The U.S. Great Lakes Commercial Fishing Industry—Past, Present, and Potential. CED-77-96; B-177024. September 30, 1977. 58 pp. + 8 appendices (40 pp.)

Report to the Congress, by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of the Interior; Department of Agriculture; Department of Commerce; Department of Health, Education, and Welfare; Department of State; Department of Transportation; Environmental Protection Agency; Small Business Administration

Congressional Relevance: House Committee on Merchant Marine and Fisheries; Senate Committee on Commerce; Congress

Authority: Submerged Lands Act of 1953 (43 U.S.C. 1301). Black Bass Act (16 U.S.C. 851-56). Environmental Contaminants Act. Toxic Substances Control Act. Fish Restoration Act of 1950. Dingell-Johnson Act. Commercial Fisheries Research and Development Act of 1964. Fish and Wildlife Act of 1956. Merchant Marine Act [of] 1936, as amended. Fishermen's Protective Act of 1967.

Overfishing, predators, contaminants, and increasingly restrictive State regulations have reduced the U.S. Great Lakes commercial fishing industry to a mere shadow of its former prominence. At this time, there is little chance that the number of commercial fishermen or the commercial harvest from the Great Lakes will increase. *Findings/Conclusions:* Fish farming is not considered a viable alternative to traditional fishing in Great Lakes waters. Knowledge from continued research on harvesting and using less desirable or low-value species may encourage commercial fishermen to expand their harvest. The future of Great Lakes commercial fishing depends on the extent to which the Great Lakes States want to develop and maintain a viable commercial fishery. The State and Federal Governments have stocked the Great Lakes with hatchery-raised fish, which have not reproduced as much as expected. The States have allowed only limited harvest of these fish. Procedures for determining the availability of fish for harvest have been inadequate. Federal assistance geared to meet the requirements of State commercial fishery programs will help to improve the fishery. However, because the States have exclusive authority to manage the Great Lakes fishing industry in their respective waters, the Federal role is limited and it alone cannot direct the course or future of commercial fishing. (Author/SC)

FARM MARKETING AND DISTRIBUTION

100

Information on Federal Agencies Having an Impact on Production and Marketing of Meat. B-136888. March 25, 1974. 91 pp. + 3 appendices (5 pp.).

Report to Rep. Thomas S. Foley, Chairman, House Committee on Agriculture: Livestock and Grains Subcommittee; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Department of Commerce; Department of Defense; Food and Drug Administration; Department of the Interior; Department of Justice; Department of Labor; Department of State; Environmental Protection Agency; Federal Trade Commission

Congressional Relevance: House Committee on Agriculture: Livestock and Grains Subcommittee.

Authority: Economic Stabilization Act of 1970

Public policy and Federal programs have been directed toward making possible a well-functioning livestock marketing system. This system includes production activities such as feed production, raising livestock, and converting it into meat and meat products; and mar-

keting activities such as distribution and setting prices of commodities. *Findings/Conclusions:* Programs with this objective are administered by 12 Federal agencies, comprising 31 administrations, agencies, authorities, bureaus, commissions, corporations, divisions, and services. Price controls have been imposed by the President under the Economic Stabilization Act of 1970. Government activities may be classified as either public service or regulatory. Public service activities involve research (including economic analyses, market studies, transportation of commodities, and production research), a market news service, grade classification, production control, and professional services. Regulatory activities involve setting minimum standards for production and marketing and preventing the system from impeding competition. Examples of these activities are plant and animal disease and pest control, regulation of use of pesticides, meat inspection, control of labeling and standards, and regulation of trading practices. (HTW)

101

[Investigation of Rail Shipping Rates between Specified Points]. B-179218. April 4, 1974. 2 pp. + enclosure (2 pp.).

Report to Rep. E. (Kika) de la Garza; by Robert F. Keller, Deputy Comptroller General.

Organization Concerned: Interstate Commerce Commission.

Congressional Relevance: Rep. E. (Kika) de la Garza

Analysis of the comparative domestic and import rates for manufactured products, agricultural commodities, and raw materials shipped from Brownsville and Harlingen, Texas, and Miami, Florida, to various destinations showed that there was no consistent pattern to the rates from the Texas and Florida origins to the same destinations. *Findings/Conclusions:* Rates from Florida were lower or higher than rates from Texas depending on the commodity and destination and were not necessarily related to distance, usually a major factor in rate levels. When summarized by State of origin, domestic rates were lower from Florida in 25 instances and lower from Texas in 10 instances. Import rates were lower from Florida in 24 instances and lower from Texas in 11 instances. The carriers' fully allocated costs (the sum of the variable and fixed costs) were computed for each shipment included in the study by using data and methodology in a 1969 Interstate Commerce Commission publication which was updated to 1972 costs and productivity statistics furnished by the Association of American Railroads. (SC)

102

Interim Report on the Commodity Exchange Authority and on Commodity Futures Trading. B-146770. May 3, 1974. 45 pp. + 2 appendices (7 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Commodity Exchange Authority.

Congressional Relevance: Congress.

Authority: Commodity Exchange Act, as amended (7 U.S.C. 1). 49 U.S.C. 1654. H.R. 11955 (93rd Cong.). H.R. 13113 (93rd Cong.).

The Commodity Exchange Act, which authorized the Secretary of Agriculture to regulate trading in contracts for future delivery of specified agricultural commodities, is administered by the Commodity Exchange Authority (CEA). Bills introduced in Congress in 1973 were concerned with where regulation of futures trading belongs in the Federal bureaucracy and the need to expand the Government's authority to regulate this trading. *Findings/Conclusions:* Of several organizational alternatives considered, the one most favored was to create an independent agency, separate from the Department of Agriculture, in order to avoid potential conflicts of interest and to

include regulation of commodities other than agricultural. CEA should be given authority to regulate all futures trading including commodities now unregulated, restrict trading by floor brokers for their own accounts, obtain injunctions and administer fines, establish margin requirements, and designate delivery points if exchanges do not do so. The Commodity Exchange Act should be amended to require registration of all people who handle commodity customer accounts. Shortcomings noted in CEA organization and operations included: inadequate staffing, need for more aggressive enforcement of rules, inadequate investigations and reviews of trade practices, and too much time spent on routine audits. **Recommendations:** The Administrator of CEA should give exchanges a time limit for implementing CEA's regulation on self-enforcement of trading rules, list penalties, and monitor enforcement; establish standards for exchanges' enforcement of financial requirements and state penalties for failure to comply; investigate abusive trade practices; regularly review adequacy of speculative trading and position limits; consolidate guidance documents on price manipulation investigations; and consider giving exchanges primary responsibility for audits of Futures Commission Merchants. (HTW)

103

[*Activities of the Market News Service, Statistics and Market News Division, of the National Oceanic and Atmospheric Administration*]. B-177024. May 31, 1974. 3 pp.

Report to Secretary, Department of Commerce; by Victor L. Lowe, Director, General Government Div.

Organization Concerned: National Oceanic and Atmospheric Administration. National Marine Fisheries Service.

Authority: Independent Offices Appropriation Act of 1952, title V; User Charge Act (31 U.S.C. 483a). OMB Circular A-25.

The Market News Service, Statistics and Market News Division, of the National Marine Fisheries Service (NMFS), provides market news reports free to subscribers to aid in the orderly marketing of fish and fish products. For fiscal year 1974, NMFS budgeted about \$600,000 to provide the news service to about 11,000 subscribers. The budget did not include annual mailing costs of about \$126,000.

Findings/Conclusions: Although NMFS has not charged for this service on the premise that it is provided in the public interest, review of the program indicates that benefits accrue to certain subscribers but that few benefits accrue to the general public. Accordingly, certain subscribers should be charged fees for the market news service to recover the full costs of providing such service. The primary report users are fishermen, wholesalers, processors, importers, buyers, government officials, and brokers and exporters. Subscribers generally use the data in the reports for making individual management decisions. **Recommendations:** The Secretary of Commerce should direct the National Oceanic and Atmospheric Administration to establish fees for the service the market news reports render to fishermen, wholesalers, processors, and others engaged in marketing fish and fish products. Such fees should conform to the Government's general policy concerning user charges. (SC)

104

Alleged Discriminations and Concessions in the Allocation of Railcars to Grain Shippers. B-114824. December 30, 1974. 8 pp. + 9 appendices (26 pp.).

Report to Rep. John Melcher; by Elmer B. Staats, Comptroller General.

Organization Concerned: Interstate Commerce Commission.

Congressional Relevance: Rep. John Melcher.

Food

Authority: Interstate Commerce Act (49 U.S.C. 1). Elkins Act (49 U.S.C. 41). Interstate Commerce Commission Order 1120, 1121. Interstate Commerce Commission Order 1117.

An investigation was conducted to determine whether companies that have control of covered hopper cars were able to buy grain at substantial discounts because they had available transportation. Published railroad tariffs applicable to grain shipments and Interstate Commerce Commission (ICC) attempts to insure equitable distribution of railroad equipment were reviewed. Contact was made with eight elevators in Iowa and Minnesota that were experiencing difficulties in marketing and shipping grain and with nine railroad companies to determine how many cars they had available for grain shipments, how they provide cars under multiple-car grain tariffs, and how the tariffs affect car allocations. **Findings/Conclusions:** Grain companies having available rail transportation were able to buy grain from independent elevators at prices below those quoted in some markets. Several railroads have published tariffs allowing rate reductions when multiple-car units from 3 to 100 cars are used. Several tariffs appear to allow grain companies to control covered hopper cars for extended periods. The ICC issued Order No. 1120 in order to distribute hopper cars more widely. The order is apparently ineffective because of tariffs which permit unit-grain-train allocations of fewer than 50 cars. Individual grain companies can control large numbers of hopper cars for extended periods under the tariffs without violating ICC regulations. There are different transportation problems for elevators with tracksiding adequate to load unit trains and those without such facilities. There were adverse conditions which might be attributed to multiple-car tariffs. (SW)

105

Information on the California Anchovy. GGD-75-43; B-177024. December 31, 1974. 2 pp. + appendix (24 pp.).

Report to Sen. Warren G. Magnuson, Chairman, Senate Committee on Commerce; by Elmer B. Staats, Comptroller General.

Organization Concerned: National Oceanic and Atmospheric Administration; Department of Commerce.

Congressional Relevance: Senate Committee on Commerce.

The disappearance of the Peruvian anchoveta, which was the principal raw stock of fishmeal imported by the United States, resulted in a shortage of fishmeal in 1973. Fishmeal producers and anchovy fishermen have expressed considerable interest in expanding their facilities to support a larger anchovy fishery, depending on the increase on the harvesting limit for the California anchovy, the condition of the fishmeal market, and the potential return on investment. **Findings/Conclusions:** Marine biologists generally agree that the northern California anchovy could sustain an annual harvest of 50% of its population without endangering the maximum sustainable yield of the resource. National Marine Fisheries Service biologists believe that a substantially increased anchovy harvest would have little impact on sports fishing, whereas the California Department of Fish and Game biologists believe that such an increase could have a serious impact. Representatives of the sports fishing industry oppose any increase in the harvest, based on the belief that the anchovy is the last forage for game fish in the California Current. A substantial increase in the U.S. supply of fishmeal could have a beneficial effect on our international balance of payments and reduce our dependence on foreign countries for fishmeal. Another benefit of an increased anchovy harvest, according to some biologists, would be the creation of a more favorable environment for the possible return of the Pacific sardine. (SC)

106

Improvements Needed in Regulation of Commodity Futures Trading RED-75-370, B-146770 June 24, 1975 66 pp + 3 appendices (7 pp)

Report to the Congress, by Elmer B. Staats, Comptroller General

Organization Concerned: Commodity Futures Trading Commission.

Congressional Relevance: Congress

Authority: Commodity Exchange Act, as amended (7 U.S.C. 1); Commodity Futures Trading Commission Act of 1974 (P.L. 93-463)

Because of the concern of the Congress and of the key role commodity futures markets play in establishing commodity prices, there is a need for the newly established Commodity Futures Trading Commission to improve the regulation of commodity futures trading.

Findings/Conclusions: Trade practice investigations at five commodity exchanges showed that trading abuses were occurring, improvements in exchange records were needed, and a modified marketwide surveillance program using computers was needed.

Recommendations: To improve the regulation of commodity exchanges and commodity futures trading, the Commission should improve the effectiveness of trade practice investigations by requiring accurate and useful trade records, instituting a modified marketwide surveillance program using computers, and acting quickly on violations and publicizing penalties imposed, complete complaint investigations promptly to increase public confidence in the futures market and to deter trading abuses, work with the Administrator of the Agricultural Marketing Service and with other Federal agencies to insure that adequate cash-price information will be provided for all commodities traded in futures markets, redirect the Commission's audit function to a strong oversight role and transfer the primary responsibility for enforcing the required financial provisions and regulations to the exchanges; and implement a formal research program for commodity futures trading and consider such areas as foreign and trader influence on the futures markets when establishing priorities. (Author/SC)

107

Marketing Meat: Are There Any Impediments to Free Trade? CED-77-81; B-136888. June 6, 1977. Released June 10, 1977. 6 pp. + 3 appendices (39 pp.).

Report to Rep. Alvin Baldus; Rep. Berkley Bedell; Rep. Glenn English; Rep. Charles E. Grassley; Rep. Jack Hightower; Rep. James P. Johnson; Rep. Charles Thone, Sen. John Melcher; by Elmer B. Staats, Comptroller General

Organization Concerned: Department of Agriculture; Internal Revenue Service; Department of Agriculture: Packers and Stockyards Administration.

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry. Rep. Alvin Baldus; Rep. Berkley Bedell; Rep. Glenn English; Rep. Charles E. Grassley; Rep. Jack Hightower, Rep. James P. Johnson; Rep. Charles Thone; Sen. John Melcher.

Authority: Packers and Stockyards Act of 1921, as amended (7 U.S.C. 181 et seq.) (P.L. 94-410; 90 Stat. 1249). Federal Trade Commission Act, § 10 (15 U.S.C. 50). National Stolen Property Act, para. 2 (18 U.S.C. 2314). 18 U.S.C. 1952. 18 U.S.C. 1341. 18 U.S.C. 1343. Internal Revenue Code, § 6103(j)(3). H.R. 2311 (95th Cong.). S. 181 (95th Cong.).

Union/management agreements in some cities, commercial bribery in the meat industry, and manipulation and fixing of meat prices present impediments to free trade in the marketing of meat. **Findings/Conclusions:** Union/management collective bargaining agreements in some cities, mostly in the Midwest, restrict the sale of various forms of fabricated meat by meat packers to merchants and

retail stores may sell meat to consumers. The number of meat stores which appear to be on the decline, were estimated to be about 10% of the population. Commercial bribery is widespread in the meat industry. When it occurs, competition is stifled and consumers are likely to pay more for meat. Several problems exist with the cattle producers allege manipulation and fixing of meat prices by certain slaughterhouses, principal food chains, and a private meat price reporting service. **Recommendations:** The Secretary of Agriculture should provide increased assurance of compliance with a cease and desist order by including a timely assessment of the packer's planned corrective action in the follow-up procedures used by the Packers and Stockyards Administration. The administration should also formalize procedures for referring bribery cases to the Internal Revenue Service and for documenting such referrals and their final disposition. The Secretary of the Treasury should have the Internal Revenue Service advise the administration and bribery matters involving meat packing firms that come to their attention in the course of income tax investigations. (Author/SC)

PRICE SUPPORTS, SET ASIDES, MARKETING ORDERS, TARGET PRICES

108

Department of Agriculture Payments Made in Connection with the 1973 Wheat Program. B-176943 April 3, 1974. 5 pp

Report to Rep. Glenn M. Anderson; by Elmer B. Staats, Comptroller General

Organization Concerned: Department of Agriculture.

Congressional Relevance: Rep. Glenn M. Anderson.

Authority: Food and Agriculture Act of 1962 (P.L. 87-703; 76 Stat. 626). Agricultural Act of 1970 (P.L. 91-524; 84 Stat. 1362). Agriculture and Consumer Protection Act of 1973 (P.L. 93-86; 87 Stat. 226). Agricultural Adjustment Act of 1938 (7 U.S.C. 1379b). National Environmental Policy Act

Certain payments the Department of Agriculture made in connection with the 1973 wheat program were questioned. Of the \$474 million questioned, \$375.2 million represented advance payments to wheat producers under the wheat marketing certificate program. These payments were made in accordance with the law, and the Government could not require repayment. **Findings/Conclusions:** Wheat marketing certificate authorizing legislation was designed to help wheat farmers in the event that wheat prices were disastrously low in a given year. About 1.3 million farms were eligible for participation during each of crop years 1971, 1972, and 1973, and total payments for the three years were \$878,078,000, \$723,312,000, and \$375,226,000 respectively. To determine the advance payments, the Department analyzed prices on the Kansas City wheat futures market and then adjusted the average futures to account for differences between futures prices and cash and farm prices. About 75% of the estimated value of the certificates to participating farmers was paid. Wheat prices rose after the payments were made, primarily because of unexpected foreign demand. Payments determined to be fair by the Secretary of Agriculture are made to wheat producers who set aside cropland for approved conservation uses. These payments, which are final, totaled \$98,821,000 for 1973. (SS)

109

Administration of Marketing Orders for Fresh Fruits and Vegetables. B-177170 December 11, 1974. 39 pp. + 4 appendices (8 pp.). Report to Sen. Frank E. Moss, Chairman, Senate Committee on Commerce: Consumer Subcommittee; by Elmer B. Staats, Comptroller General

Organization Concerned: Agricultural Marketing Service

Congressional Relevance: Senate Committee on Commerce: Consumer Subcommittee

Authority: Agricultural Marketing Agreement Act of 1937, as amended (7 U.S.C. 601 et seq.)

The Agricultural Marketing Agreement Act of 1937 authorizes the Secretary of Agriculture to: issue, and from time to time amend, marketing orders regulating the handling of specified agricultural commodities in order to establish and maintain such orderly marketing conditions as will establish parity prices to farmers; protect the interest of the consumer by prohibiting any marketing order action which would keep prices to farmers above parity; and provide an orderly flow to the market of the commodity being regulated to avoid unreasonable fluctuation in supplies and prices. *Findings/Conclusions:* The Department of Agriculture (USDA) has published rule-making notices in the Federal Register during marketing seasons in formulating and issuing amendments to shipment regulations in only a few cases. Most USDA research on the price effects of marketing order actions has been directed at their effects on farm-level prices. Neither USDA nor other organizations have done any research or studies to determine whether there are alternatives to marketing orders which could be used to meet the act's objectives and which would increase the consumers' benefits without seriously jeopardizing producers' interests. Investigation of the Florida tomato marketing order indicated that, although considerable research has been done, the results are conflicting as to whether tomatoes harvested at the vine-ripe-breaker stage are much better in terms of vitamin content and flavor than mature-green-harvested tomatoes. (Author/SC)

110

Reduction in Federal Expenditures Possible through Commodity Credit Corporation's Assumption of Insured Warehousing Risks. RED-75-320; B-114824. January 10, 1975. 33 pp. + 2 appendices (5 pp.). Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Commodity Credit Corp.

Congressional Relevance: Congress.

Authority: United States Warehouse Act (7 U.S.C. 241).

The Commodity Credit Corporation (CCC) procures insurance directly, or pays for insurance indirectly, in connection with the storage of grain, beans, and rice under its price-support programs.

Findings/Conclusions: The CCC pays storage charges, which include factors for insurance against loss by fire and other hazards, on its grain stored in commercial warehouses and on farmer-owned grain stored in warehouses or on farms and serving as collateral for price-support loans extended beyond initial maturity dates. The CCC also carries a blanket insurance policy for protection against shortages of warehouse-stored grain which it owns or which is serving as collateral for price-support loans. If the Corporation had assumed its own insurable risks during the 5 years ended June 30, 1972, it would have saved about \$17.1 million—\$7.7 million on warehouse-stored grain, \$8.2 million on farm-stored grain, and \$1.2 million on insurance against warehouse shortages. *Recommendations:* The Secretary of Agriculture should have the CCC eliminate hazard insurance coverage on grain for which it pays storage charges and obtain commensurate reductions in storage rates. The Secretary should also have the Corporation terminate the blanket insurance coverage for warehouse shortages at the earliest opportunity and assume the risks and the responsibility for collecting from warehousemen and their sureties. (Author/SC)

111

Marketing Order Program: An Assessment of Its Effects on Selected Commodities. ID-76-26; B-114824. April 23, 1976. 35 pp. + 3 appendices (19 pp.)

Report to the Congress; by Elmer B. Staats, Comptroller General

Organization Concerned: Department of Agriculture; Department of State.

Congressional Relevance: Congress

Authority: Agricultural Marketing Agreement Act of 1937, amended (7 U.S.C. 601 et seq.). Trade Act of 1974.

The Agricultural Marketing Agreement Act of 1937 authorizes the use of marketing orders to regulate the handling and marketing of domestically produced fresh vegetables, fresh and dried fruits, and nuts. The act allows producers and handlers to regulate the shipment and marketing of certain agricultural commodities subject to approval by the Secretary of Agriculture—actions that otherwise would be subject to antitrust and other types of legislative control. *Findings/Conclusions:* The potato, onion, and raisin marketing orders have benefited some producers and handlers by enhancing farm-level prices and have played a major role in developing the industry's abilities to organize, exchange ideas, and evaluate marketing conditions. However, consumers have had to pay higher retail prices for commodities regulated by marketing orders. *Recommendations:* The Secretary of Agriculture should: (1) develop policy guidelines for domestic fruit, vegetables, and specialty crop industries and advise the Congress on which commodities should have domestic marketing assistance, what criteria should be used to control authorization of regulatory privileges granted to growers and handlers, and how more equitable assistance might be accorded to growers and handlers of varied commodities produced in diverse locations; (2) recommend to the Congress a more realistic gauge than presently used for measuring producer's economic well-being; and (3) develop consistent and comparable marketing order impact standards to give exporting countries a more logical set of standards to follow. (Author/SC)

112

Agricultural Price Support Programs: A Layman's Guide. April 1975. 14 pp.

Report prepared by the Congressional Budget Office of the U.S. Congress.

Organization Concerned: Agricultural Stabilization and Conservation Service.

Authority: Agricultural Adjustment Act of 1938. Commodity Credit Corporation Charter Act. Agricultural Act of 1949. National Wool Act of 1954. Agricultural Act of 1970. Agriculture and Consumer Protection Act of 1973. Rice Production Act of 1975.

For more than 80 years the Federal Government has used a variety of techniques to support farm prices and stabilize the income of farmers. The Department of Agriculture now relies on five methods to support commodity prices and stabilize farmer incomes: production controls, nonrecourse loans, payments, purchases of commodities, and marketing orders. For most crops, production controls are reinforced by a payment, loan, or purchase program. Programs administered by the Agricultural Stabilization and Conservation Service of the Department of Agriculture currently provide floor prices for wheat, corn, barley, soybeans, cotton, peanuts, tobacco, rice, milk, wool, and several other agricultural products. Prices of wheat, upland cotton, and feed grains are supported by a combination of deficiency payments, nonrecourse loans, and cropland set-asides. Peanut prices are supported by marketing quotas and by nonrecourse loans. The prices of fluid milk and other dairy products are supported by direct purchases and marketing quotas. Federal marketing orders for a variety of fruits and vegetables influ-

ence prices indirectly by controlling the supply reaching the consumer. Wool and mohair prices are supported through payments to the producers. The price of cotton is supported through use of a combination of nonrecourse loans and supplementary payments. Price support loans are used to support soybean prices. A system of deficiency payments, nonrecourse loans, disaster payments, and set-asides is used to support rice prices. (SC)

113

New Approach Needed to Control Production of Major Crops if Surpluses Again Occur. CED-77-57; B-114824 April 25, 1977 21 pp
Report to the Congress, by Elmer B. Staats, Comptroller General

Organization Concerned: Department of Agriculture; Commodity Credit Corp

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry; Congress

Authority: Agriculture and Consumer Protection Act of 1973 (87 Stat. 221) Agricultural Act of 1970 (84 Stat. 1358).

The effects of the Commodity Credit Corporation (CCC) programs to prevent the accumulation of excess agricultural commodities are the focus of this report. *Findings/Conclusions:* During the 1971-1973 crop years, the CCC paid farmers \$7.6 billion to set aside cropland. When all-out agricultural production was called for, the amount of planted cropland fell short by about 21 million acres of the amount paid for. Most of this difference was in land normally set aside by farmers in their cropland rotation pattern (summer fallow). Smaller portions of the 21 million acres represented cropland retained for grazing or converted to nonagricultural uses. Payments for summer fallow occurred primarily in the wheat programs. About \$800 million of the total wheat set-aside payments did not result in a reduction of planted acreage. Surpluses of major crops could occur again, and future programs should avoid these excess payments.

Recommendations: The Secretary of Agriculture should develop a legislative and administrative proposal designed to control crop production with appropriate recognition of the summer-fallow factor. (HTW)

114

Federal Deficiency Payments Should Not Be Made for Crops Not Grown. CED-77-77; B-114824. May 24, 1977. 9 pp.
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry; Congress.

Authority: Rice Production Act of 1975 (P.L. 94-214; 90 Stat. 181). Agriculture and Consumer Protection Act of 1973 (P.L. 93-86; 87 Stat. 221) H.R. 5994 (95th Cong.).

The Commodity Credit Corporation is making an estimated \$135 million in deficiency payments to rice farmers for the 1976 rice crop. These payments are based on the extent that the national average market price received by rice farmers was below a target price established by law. *Findings/Conclusions:* About \$5 million of the deficiency payments will be paid to farmers who had rice acreage allotments, but did not plant rice on some or all of their allotments, and thus did not have rice to market from such acreage. Similar deficiency payments based on the target price concept have been authorized for wheat, feed grains, and cotton since the 1974 crop year, but because market prices have been above their target prices for these crops so far, no deficiency payments have been necessary. However, the situation in which payments would be made on unplanted and unmarketed crops could arise under the 1977 rice, wheat, and feed grain programs and under future programs for these

crops if current legislation is extended. For cotton, deficiency payments are specifically based on planted acreage within the allotment, so the same situation could not occur. *Recommendations:* If the target price concept is continued beyond the 1977 crops, the Congress should adopt legislation that will preclude deficiency payments on crops not grown. (Author/SC)

INTERNATIONAL FOOD

FOOD AID AND DEVELOPMENT ASSISTANCE

115

U.S. Assistance for the Economic Development of the Republic of Korea. B-164264. July 12, 1973. 74 pp + 3 appendices (26 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development; Department of Agriculture, Department of Defense; Department of State; Export-Import Bank of the United States

Congressional Relevance: Congress.

Authority: Agricultural Trade Development and Assistance Act (P.L. [83]-480)

During fiscal years 1968 through 1972, U.S. direct bilateral economic assistance to Korea totaled \$1,194 million, including \$246 million by the Agency for International Development, \$717 million by the Food for Peace (Public Law 480) program, and \$209 million by the Export-Import Bank of the United States. Direct military assistance totaled \$2,635 million. *Findings/Conclusions:* Although U.S. assistance undoubtedly stimulated Korea's economic expansion, it may also have contributed to its economic problems. For example, U.S. concessional aid has helped to make it possible for Korea to get large amounts of nonconcessional credit, but this has caused Korea's external debt situation to worsen. Subsidization of food and fiber programs has built up Korean demand for imported products, thus adding to its trade gap. The Public Law 480 concessional commodity sales program has increased significantly and has been used directly and indirectly to offset cutbacks in other U.S. assistance programs. Although the United States has needed large amounts of local currencies for its own purchases in Korea, for a period of time it allowed the percentage of local currency generated from commodity sales allocated for U.S. uses to decline. The United States has incurred financial losses totaling \$404,000 due to late Korean Government deposits of local currencies generated from the sales. *Recommendations:* Congress should inquire further into the reasons for the increased Public Law 480 program in Korea and the uses to which the sales proceeds are being put. (SC)

116

Selection and Use of SS Manhattan as a Floating Silo during the Bangladesh Food Crisis. B-177521. October 17, 1973. 18 pp.
Report to Sen. William Proxmire; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development; United Nations.

Congressional Relevance: Sen. William Proxmire.

In order to bypass the Bangladesh ports that had been clogged by wrecked ships during the civil turmoil of 1971, the U.N. Relief Operation/Bangladesh (UNROB) requested a silo ship from the Agency for International Development (AID). The silo ship could store grain brought by oceangoing vessels until smaller ships could take the grain to shore. U.N. officials preferred two smaller ships because these could operate in shallow water and would be less affected by storms.

Findings/Conclusions: AID chartered the SS Manhattan, largest of the U.S. merchant marine ships, to transport 66,000 tons of wheat and to serve as a floating silo because it was the only ship offered that was in a position to load at Gulf Coast ports. The Manhattan's use was hampered by its ice armor against which several small ships were damaged during rough seas. About 110,000 tons in total were discharged, considerably less than originally expected. AID officials soon discovered that the ship was an expensive silo and tried to find another ship. AID finally decided to end the contract early. As of May 1973, AID had spent \$3 million on the charter, but final payments were subject to negotiation. Because the United States financed the Manhattan, AID should have more directly monitored its operation (Author/SS)

117

United States Programs in Ghana. B-179421. February 12, 1974. 55 pp. + 4 appendices (21 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development; ACTION: Peace Corps; Department of State; Department of Commerce.

Congressional Relevance: Congress.

Authority: P.L. [83]-480.

United States assistance to Ghana for the 5-year period through fiscal year (FY) 1971 averaged \$31 million a year and for FY 1972 was \$15.1 million. Assistance was primarily directed to balance-of-payments support through loans to finance import of commodities and sales of agricultural commodities. Reduced assistance during 1972 was attributable to concern with resolving Ghana's debt problems. **Findings/Conclusions:** External public debts totaled almost \$1 billion in 1972. Payments on these debts and trade deficit problems have resulted in a shortage of foreign exchange which has hampered Ghana's economic development. The U.S. share of this debt was small and most loans to Ghana were long-term low-interest loans. The United States has tried to persuade Western creditors to furnish debt relief. Most of this relief has been in the form of rescheduling interest and principal payments for a few years. Since export earnings did not expand as anticipated, the reschedulings did not provide lasting relief and debt payments from 1967 to 1971 amounted to about \$150 million. The U.S. assistance program operates within a multilateral group led by the World Bank, and this approach has improved coordination of aid. Questions have been raised about priorities given to further Ghanaian development and U.S. trade interests in situations where conflicts exist, such as assistance given to a textile manufacturer. **Recommendations:** The Secretary of State, in cooperation with the Department of Commerce and the Agency for International Development, should consider developing more definitive criteria to help resolve conflicting U.S. interests. Criteria for determining eligibility for a loan should specify such matters as: the permissible percentage of production that could be exported to the United States; how much displacement of U.S. trade should be permitted; and benefits to third-country interests. (Author/HTW)

118

Information concerning Voluntary Foreign Aid Programs. June 6, 1974. 14 pp. + 3 appendices (6 pp.).
Report to Sen. Walter F. Mondale, Chairman, Senate Committee on Labor and Public Welfare; Children and Youth Subcommittee; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Agency for International Development; Advisory Committee on Voluntary Foreign Aid.

Congressional Relevance: Senate Committee on Labor and Public Welfare; Children and Youth Subcommittee

Authority: Foreign Assistance Act of 1961, as amended. Agricultural Trade Development and Assistance Act of 1954 P.L. [83]-480, title II. 22 C.F.R. 203.

The Agency for International Development (AID) financially supports the work of voluntary agencies (VOLAGs) involved in humanitarian and human development programs abroad. To receive registration benefits from AID such as P.L. 480 commodities, ocean freight reimbursement for supplies shipped, and the use of U.S. Government excess property, a VOLAG must be registered with the Advisory Committee on Voluntary Foreign Aid. **Findings/Conclusions:** During fiscal years (FYs) ending in 1971 or 1972, registered VOLAGs obtained about \$221 million from the U.S. Government to support their programs, with about \$196 million in the form of registration benefits. Registration criteria provide that a VOLAG must be a U.S. organization primarily engaged in voluntary nonreligious foreign aid, controlled by a responsible body, with records indicating financial stability. Reports furnished to the Advisory Committee did not show compliance with all criteria. The Committee has developed guidelines for maximum fundraising costs, but not for costs of administration, promotion, and publicity. Since July 1, 1948, 26 agencies have been removed from registration, some at their request, and eight were denied registration. VOLAGs have been evaluated and monitored by the Committee, AID, the Department of Agriculture, and the Inspector General of Foreign Assistance. During FYs 1971-73 the AID Auditor General performed 255 audits of VOLAGs. (HTW)

119

Increasing World Food Supplies: Crisis and Challenge. B-159652. September 6, 1974. 68 pp. + 2 appendices (4 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of State.

Congressional Relevance: Congress.

Authority: P.L. [83]-480.

The current rapid population increase requires an equivalent increase of about 24 million tons in grain production each year just to keep pace. There is much concern about whether a continuous rapid rate of population increase can be matched by a corresponding rate of increase in food production. The challenges are to mobilize the resources of the earth, to provide the food available to those in need, and to help those in need attain the capability either to produce or to buy the food they need. The crucial issue of controlling population growth is an inherent part of this challenge. Substantial resources are being applied by the United States and by international agencies to improve agricultural development. **Findings/Conclusions:** In 1973, the United States, through bilateral assistance programs, provided \$196 million for agricultural development and \$863 million in agricultural commodities as concessional sales and grants. Through Peace Corps volunteers, it also participated in agricultural and rural development programs in 54 countries. The Department of Agriculture also aided by performing research activities and by providing needed information on the world agricultural situation. International agencies also committed or expended substantial resources. The United States now faces the challenges of generating international cooperation to meet immediate food needs and expand agricultural production and of motivating developing countries to improve their capability for providing food adequate for their population growth. (Author/SC)

120

Bolivia—An Assessment of U.S. Policies and Programs. ID-75-16, B-133271. January 30, 1975. 46 pp. + 10 appendices (15 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General

Organization Concerned: Agency for International Development; Department of Defense, Department of State, Overseas Private Investment Corp.; United States Information Agency
Congressional Relevance: Congress

The United States has provided about \$650 million to support Bolivia's social, economic, and military advancement in the past 20 years. During fiscal years 1972 through 1974, U.S. assistance totaled nearly \$150 million, an exceptionally high sum considering that Bolivia has only 5 million inhabitants. **Recommendations:** The Secretary of State and the Administrator of the Agency for International Development should condition future U.S. assistance levels and fund releases to specific measurable development planning and self-help efforts the Bolivian Government should take to increase growth; take positive steps necessary with other external donors to insure that coordination measures for Bolivian development programs are effectively implemented, and carefully consider any future programs whereby U.S. funds are used to finance a host government's local contributions in an essentially externally financed project. The Secretary of the Treasury should stress to the U.S. representatives of the international lending agencies the need for greater coordination of all economic assistance programs to Bolivia. The Secretaries of State and Defense should reassess the need for continuing the U.S. military assistance grant-aid materiel program and include assistance furnished by the Inter-American Geodetic Survey to Bolivia and other Latin American countries in the President's Annual Report to the Congress. (Author/SC)

121

The Overseas Food Donation Program: Its Constraints and Problems. ID-75-48; B-159652. April 21, 1975. 41 pp. + 6 appendices (16 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development, Agricultural Marketing Service; Commodity Credit Corp.; Department of Agriculture
Congressional Relevance: Congress.
Authority: Agricultural Trade Development and Assistance Act (P.L. [84]-480). Agricultural Act of 1949. Foreign Assistance Act of 1973.

U.S. overseas food donation legislation stipulates that no commodity will be available for food donation programs if its disposition would reduce the available supply below that needed to meet domestic requirements, adequate carryover, and anticipated dollar exports. A proposed amendment by the administration would provide the food donation programs a larger share of the exportable supply of agricultural commodities, but the authority will be used only for national interest or humanitarian objectives of the highest priority.

Findings/Conclusions: Exhaustion of surplus agricultural commodities, expanding commercial export demands, and poor grain harvests in recent years have adversely affected the overseas food donation program. Uncertainty over availability of U.S. grain supplies to support the program has been the most crucial problem. The Department of Agriculture procured processed grain commodities costing \$159 million for the overseas donation program in 1973. Procurement costs could be reduced by: (1) planning and scheduling monthly commodity procurements over a longer time—at least quarterly rather than monthly—to allow consideration of opportunities to reduce costs; and (2) relying more on existing supplier quality control systems rather than duplicate inspection of commodities by the Department of Agriculture. Congress may wish to consider whether

legislation beyond that proposed by the administration is needed because of uncertainty over commodities available for the food donation program. **Recommendations:** The Secretary of Agriculture should: revise the inspection policy for commodities donated overseas to rely more on existing supplier quality control systems; adopt a graduated scale of liquidated damages charges for late shipments; and intensify efforts to promote greater supplier competition for the Department of Agriculture's procurement and to insure that prices paid are reasonable. The Secretary of Agriculture and the Administrator of the Agency for International Development should jointly establish a procurement information and planning system that would enable the Department of Agriculture to take advantage of opportunities for reducing procurement costs. (Author/SW)

122

Problems in Managing U.S. Food Aid to Chad. ID-75-67; B-152554. June 5, 1975. 1 pp. + 2 appendices (17 pp.).
Report to Sen. William V. Roth, Jr.; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of State; Agency for International Development
Congressional Relevance: Sen. William V. Roth, Jr

Since late 1972 the United States has donated more than 22,000 metric tons of food grains worth an estimated \$4.67 million (including freight) to Chad to help alleviate the ravages of a drought which began in 1968. Other donors have also contributed thousands. **Findings/Conclusions:** Weaknesses and attitudes of the Chad Government have hindered food distribution and relief efforts. Inadequacy of data has made it difficult to determine the real impact of the drought on all parts of the country, and there has been no general plan of relief action. General security problems exist in the areas considered the worst affected; all official relief ground convoys must be accompanied by military escort. A lack of trucking capacity and such related problems as fuel have hindered the distribution of donor relief food. In some cases, donor offers of assistance apparently have not been acted upon in a timely manner by the Chad Government. The drought does not appear to be the Chad Government's top priority. There is no indication that Chad Government officials directly participated in profiteering from U.S. assistance, but a trucking cooperative charged donors a rate substantially higher than that charged by Nigerian truckers. The need for the 1974 food airlift was questionable. (SW)

123

U.S. Policy for the East Asia Regional Economic Development Program: What Should It Be? ID-76-16; B-159451. October 28, 1975. 27 pp. + 2 appendices (10 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development; Department of State.
Congressional Relevance: Congress.

The East Asia Regional Economic Development Program is one of many programs capable of responding to Asian initiatives and regional development requirements. However, program momentum in supporting regionalism has diminished and its efforts now center on monitoring existing programs and participating in spinoff projects that involve minimal Asian initiative. **Findings/Conclusions:** The regional program has been implemented through the Regional Development Office of the Agency for International Development (AID) in Washington and its Regional Economic Development Office in Bangkok, Thailand. The Regional Program has outlived its usefulness and no longer constitutes a prudent use of U.S. funds

because: there is a decreasing need for a separate entity of this nature; the political climate in Indochina is changing; and program goals can be achieved through other means, particularly through multilateral organizations and private foundations. Financial management problems have occurred because the Regional Program did not comply fully with policies, procedures, and guidelines established and geared specifically to the requirements of a regional assistance program.

Recommendations: The Secretary of State and the Administrator of AID should develop and implement an orderly plan to phase out the program. (Author/SC)

124

U.S. Assistance to Pakistan Should Be Reassessed. ID-76-36; B-173651. February 6, 1976. 52 pp. + 5 appendices (22 pp.)
Report to the Congress; by Elmer B. Staats, Comptroller General

Organization Concerned: Department of State; Agency for International Development.

Congressional Relevance: Congress

Authority: P.L. [83]-480.

The United States provides Pakistan with substantial amounts of economic assistance, an estimated \$174 million for fiscal year 1976, but Pakistan has not taken sufficient action to improve its general economic condition. After Pakistan announced that it could no longer service its external debts, totaling about \$4.6 billion, an Aid-to-Pakistan Consortium, including the United States, provided debt rescheduling. **Findings/Conclusions:** Pakistan has adopted some economic reforms recommended by the Consortium but, unless more are adopted, further debt rescheduling may be needed. The Department of State and the Agency for International Development (AID) do not believe that debt relief should be equated with assistance, but GAO believes that it is a form of assistance to the extent that it releases resources for other purposes. Pakistan's high level of defense spending, about 45% of its domestic revenues, detracts from funds needed for long-term development. Pakistan's policies, such as price and marketing controls and the availability of aid commodities, have discouraged increased food production and led to large imports of food and fertilizer. AID provided a \$27.5 million grant for reconstructing flood-damaged facilities under the fixed-cost reimbursement method, in which AID and the recipient agreed in advance on a fixed payment to be made by AID after satisfactory completion of a project. However, because of urgent needs, construction of some projects proceeded without the necessary reviews and cost estimates. A U.S.-supported program to control malaria was not given adequate support by Pakistan, and disaster relief funds were not effectively used. **Recommendations:** The Secretary of State and the Administrator of AID should: reassess the level of assistance to Pakistan in view of debt relief being provided; before providing concessional assistance, satisfy themselves that self-help measures are being carried out; monitor progress on malaria control programs and consider having such programs provided on a multilateral rather than a bilateral basis; seek additional support for population planning programs from the Government of Pakistan; not use disaster relief funds for development assistance programs already justified to Congress; limit the use of contingency funds to emergency situations; and use appropriated funds only where there is a demonstrated requirement. The Administrator of AID should: fully inform Congress of the debt-servicing problems and establish guidelines and procedures for agreements between AID and the benefiting country before work is undertaken and require that the agreement include a provision that the foreign exchange provided be used to purchase commodities in the United States. (HTW)

Food

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Examination of Funds Appropriated for Economic and Food Aid to Indochina. ID-76-54; B-159451. April 16, 1976. 2 pp. + 3 appendices (16 pp.).

Report to Rep. Lee H. Hamilton, Chairman, House Committee on International Relations: Investigations Subcommittee; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development; Department of Agriculture; Department of State.

Congressional Relevance: House Committee on International Relations: Investigations Subcommittee.

Authority: Agricultural Trade Development and Assistance Act of 1954, as amended (P.L. [83]-480). Indochina Migration and Refugee Assistance Act of 1975.

In April 1975, United States aid programs for Vietnam and Cambodia were cut off as the U.S. embassies in those countries were evacuated and closed. On June 30, 1975, the Agency for International Development (AID) closed its mission to Laos. In conjunction with these withdrawals, U.S. agencies, including AID and the Department of Agriculture, had to terminate foreign aid program elements, stop making foreign aid deliveries, and dispose of funds and commodities earmarked for Indochina programs. **Findings/Conclusions:** As of January 16, 1976, AID had identified about \$112 million as unobligated balances of economic aid funds from terminated Indochina programs. Of this, about \$83 million from the Indochina Postwar Reconstruction appropriation was being held for obligation adjustments or for return to the Treasury on June 30, 1976. Disposition of the other \$29 million in non-Indochina Postwar Reconstruction funds had not been completed at the conclusion of the review. However, AID had earmarked part of the funds for return to the Department of Defense (DOD) and the remainder for reprogramming in Agency Middle East programs. AID expects to complete action on these funds by June 30, 1976. Regarding food aid funds, the Department of Agriculture disposed of \$27.4 million worth of sales commodities. Commodities valued at \$24.7 million were resold at a \$13.1 million loss which was absorbed by the Commodity Credit Corporation. The remaining \$2.7 million of commodities were donated for use in other countries. Unused Indochina Public Law 480 title I sales balances were made available for other title I programs abroad. **Recommendations:** AID should clearly tell the Congress what it intends to do with residual Indochina funds in each appropriation. AID should specify how much of the funds not being returned to the Treasury will be returned to DOD and how the remainder will be reprogrammed. (SC)

126

Impact of U.S. Development and Food Aid in Selected Developing Countries. ID-76-53; B-146820. April 22, 1976. 25 pp. + 6 appendices (18 pp.T).

Report to Rep. Lee H. Hamilton, Chairman, House Committee on International Relations: Investigations Subcommittee; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development; Department of Agriculture; Department of State.

Congressional Relevance: House Committee on International Relations: Investigations Subcommittee.

Authority: Agricultural Trade Development and Assistance Act of 1954, as amended (P.L. [83]-480). Foreign Assistance Act of 1973. Foreign Assistance Act of 1974. International Development and Food Assistance Act of 1975.

A review of the impact of U.S. development and food aid programs in the Philippines, India, Korea, and Chile showed that foreign aid officials had relatively little information on the most needy persons in those countries. Since the food aid programs were directed

to reach large groups such as the rural poor, it was not possible to establish clearly the extent to which U.S. programs were benefiting the most needy persons. **Findings/Conclusions:** The Agency for International Development (AID) has developed certain broad benchmarks to identify the poor in developing countries, including average annual per capita income criteria of \$150 or less and certain life expectancy and health indicators. However, comparing the four countries selected for review with these benchmarks showed marked differences in the number of people who would be identified as poor, ranging from 16% of the population in Chile to about 91% of the population in India. **Recommendations:** To clarify who the most needy are in AID-supported countries and what efforts are being made to help them, the Subcommittee on Investigations of the House Committee on International Relations may wish to have AID identify the most needy groups and how programs are being designed to assist them. This could be accomplished by having AID missions abroad develop a profile of the most needy. Although recipient country data are deficient and it will be difficult to accomplish this task, a knowledge base will have to be developed if the congressional goal of helping the poorest people is to be achieved. (Author/SC)

127

Lessons to Be Learned from the Management of Commodities Remaining from Terminated Indochina Economic Assistance Programs. ID-76-48; B-159451. October 20, 1976. 71 pp.
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Department of State; Agency for International Development.

Congressional Relevance: House Committee on International Relations; Senate Committee on Foreign Relations, Congress.

Authority: Agricultural Trade Development and Assistance Act of 1954, as amended (P.L. [84]-480). Trading with the Enemy Act (50 U.S.C. 1 et seq.). Foreign Assets Control Regulations. 31 C.F.R. 500.21. AID Regulation 1. 22 C.F.R. 201.44. 22 C.F.R. 201.66.

A review of the methods of disposal of commodities after termination of assistance programs in Indochina revealed problems and needs for future improvement. The Agency for International Development (AID) and the Department of Agriculture took control of commodities in transit worth an estimated \$54.3 million. **Findings/Conclusions:** In terminating the pipelines and disposing of goods in transit, these agencies incurred costs and losses of millions of dollars. Some costs could have been reduced if the Department of Agriculture had not required immediate disposal of commodities or had reprogrammed them, and if AID had more effective procedures to dispose of commodities. **Recommendations:** The AID should develop detailed instructions for disposing of commodities; prepare contingency procedures to curtail or slow down a commodity pipeline when necessary; require adequate information be maintained on status of open letters of credit; and improve their commodity data system. The Department of Agriculture should include in future P.L. 480 agreements a provision for taking title to commodities, before their scheduled arrival in a country; make a concerted effort to reprogram rather than sell intransit commodities; and develop directions as to data to be provided field representatives and procedures they should follow in selling intransit commodities. (HTW)

128

Hungry Nations Need to Reduce Food Losses Caused by Storage, Spillage, and Spoilage. ID-76-65; B-159652. November 1, 1976. 29 pp.
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of State; Department of the Treasury; Department of Agriculture, Agency for International Development.

Congressional Relevance: House Committee on International Relations; Senate Committee on Foreign Relations; Congress.
Authority: Budget and Accounting Act of 1921 (31 U.S.C. 53). Accounting and Auditing Act of 1950 (31 U.S.C. 67).

Increasing food availability by effective complementary measures to reduce the loss of food after harvest has not been adequately emphasized as a means of coping with current and future demands for food. Developing countries have inadequate food storage facilities and poor storage practices. Losses resulting from spillage, contamination, and deterioration in these countries waste food which is urgently needed to abate hunger and malnutrition. A tremendous opportunity exists for increasing the critically needed food supply by reducing such losses. With the large increases in production required to feed spiraling populations, food losses will multiply unless developing countries and donors of economic assistance concentrate on establishing and maintaining adequate facilities and handling practices. The Administrator, Agency for International Development, in programming agricultural assistance, should emphasize better preservation of food being and to be produced by recipient countries, including the adequacy of their self-help measures. The Secretaries of State, Agriculture, and the Treasury and the Administrator, Agency for International Development, should stimulate concerted actions by developing countries and donor countries and institutions to: (1) reduce postharvest losses; (2) make loss reduction measures an integral part of programs to increase production; (3) establish an effective mechanism for coordinating loss reduction actions; and (4) lay the groundwork for a future assessment of progress toward reducing losses. (SC)

129

The World Food Program: How the U.S. Can Help Improve It. ID-77-16; B-159652. May 16, 1977. 40 pp.

Report to Sen. Abraham Ribicoff, Chairman, Senate Committee on Governmental Affairs; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of State; Department of Agriculture, Agency for International Development; World Food Program.

Congressional Relevance: Senate Committee on Governmental Affairs.

Authority: Agricultural Trade Development and Assistance Act of 1954, title II (P.L. 480). International Development and Food Assistance Act of 1975 (P.L. 94-161).

The World Food Program has provided almost \$1.8 billion in food aid to developing countries with the United States, its biggest contributor, donating \$640 million to the program. **Findings/Conclusions:** The program is attempting to focus on the poorest nations and on development projects, but it lacks a long-range programming system and a clear system of priorities. This sometimes allows countries better able to administer large volumes of food aid to receive preferential treatment, and results in resources going to projects easier to administer instead of those with greater development uses. Proposals for large-scale projects and expansions, which must be approved by the program's governing body, are often submitted too late for review by member governments. The program relies on recipient governments for data to review project progress, and does not have the right to audit projects at the country level. **Recommendations:** The Departments of State and Agriculture and the Agency for International Development should (1) work for a clear set of program priorities; (2) propose to the governing body that projects must be submitted for member governments' review; and (3) make efforts to obtain audit rights for the program. (HTW)

TRADE POLICIES AND PROMOTION

130

Russian Wheat Sales and Weaknesses in Agriculture's Management of Wheat Export Subsidy Program. B-176943. July 9, 1973. 67 pp + 6 appendices (17 pp).
Report to the Congress; by Elmer B. Staats, Comptroller General

Organization Concerned: Department of Agriculture.
Congressional Relevance: Congress.

The major objectives of the wheat export subsidy program are to generally insure that U.S. wheat is competitive in world markets and to reduce Government wheat inventories. The large sales of U.S. wheat to the Soviet Union and other exports in the summer of 1972 caused a dramatic rise in the price of U.S. wheat. **Findings/Conclusions:** Results of the 1972 wheat sales to Russia included: increased prices to farmers for their crops, creation of new jobs, and an improved balance of trade. The wheat export subsidy program has been instrumental in competitively pricing U.S. wheat in export markets. Maintenance of a low target price during the period of the Russian wheat sales was a factor in obligating the U.S. Government to pay excessive subsidies. **Recommendations:** The Secretary of Agriculture should: (1) review the wheat export subsidy program in its entirety and predicate its reinstatement on a meaningful justification for its existence; (2) devise a better system of coordinating with private exporters on sales of agricultural products to nonmarket economies; (3) review the legality of export subsidy payments involving sales to foreign affiliates; (4) form a joint Government-business committee representing farmers, processors, distributors, and exporters to identify information needs; (5) determine the most effective and efficient ways to use subsidies to compete in world markets; (6) provide for periodic evaluation of program effectiveness and efficiency; (7) document the basis and reasoning used in establishing daily subsidies; and (8) develop a cohesive wheat export policy having appropriate safeguards on subsidy payment amounts. (SC)

131

Clarifying Webb-Pomerene Act Needed to Help Increase U.S. Exports. B-172255. August 22, 1973. 19 pp. + 3 appendices (12 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Federal Trade Commission; Department of Justice: Antitrust Div.; Department of Commerce.
Congressional Relevance: Congress.

Authority: Webb-Pomerene Export Trade Act of 1918 (15 U.S.C. 61-65). Sherman Antitrust Act of 1890. Federal Trade Commission Act of 1914. Clayton Act of 1914. S. 1483 (93rd Cong.). S. 1774 (93rd Cong.).

The Webb-Pomerene Act was enacted to provide qualified exemptions from prosecution under U.S. antitrust laws for associations formed for the purpose of, and actually engaging in, export trade when such associations do not interfere with domestic commerce. According to many Government and business officials, the full potential of the Webb-Pomerene Act in expanding exports has not been realized. Uncertainty over possible antitrust implications has been a major impediment to realizing that potential, even though the purpose of the act was to provide qualified exemption from antitrust prosecution. The difficulty in predicting the possible effects on domestic commerce resulting from an association's activities and the fear of criminal prosecution have been impediments to the formation of export trade associations. **Findings/Conclusions:** Neither the Department of Commerce, which has assumed responsibility for promoting export trade association, nor the Federal Trade Commission (FTC) has aggressively promoted the Webb-Pomerene Act or en-

couraged business to form associations because of the antitrust implications. Consequently, some industry representatives are unaware of the act and its potential for their firms. According to industry representatives currently operating Webb-Pomerene associations, the act has been useful in aiding export operations. Though other firms were interested, they were concerned of possible criminal prosecution under U.S. antitrust laws. U.S. exports could be increased if provisions of the act were clarified and modified. Expanding the items eligible for export and clarifying the respective roles of the Department of Justice and FTC would create an environment in which U.S. firms could join together to provide a complete package, including financing, technology, equipment, and commodities, in competing for large-scale projects abroad. (Author/SW)

132

Investigation of Whether the Federal Government Is Paying Excessive Prices for Coffee and Is Restricting Competition. B-175530. November 5, 1973. 2 pp + 2 enclosures (5 pp.).
Report to Sen. Charles H. Percy; by Robert F. Keller, Deputy Comptroller General.

Organization Concerned: Department of Defense.
Congressional Relevance: Sen. Charles H. Percy.

It was alleged that the Federal Government is paying excessive prices for coffee and restricting competition because of stringent specifications. Among questions raised were: the feasibility of developing less restrictive blend requirements for coffee used by the military services, the savings possibilities of using alternative blends, the ability of businesses to compete under present specifications, and the types of volume discounts currently available on Brazilian and Colombian coffee beans. **Findings/Conclusions:** Use of alternative blends might result in savings and might strengthen competition. Present discounts are generally available only to buyers of large quantities of Brazilian and Colombian coffees. Four small businesses chose not to participate in Government procurements because of the large amount of paperwork involved, the need to meet special packaging specifications, and Government inspection requirements. (Author/SS)

133

Ways to Improve U.S. Foreign Trade Strategies. B-172255. November 23, 1973. 23 pp. + 7 appendices (33 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Department of Commerce; Department of State.
Congressional Relevance: Congress.

The principal agencies involved in planning and carrying out commercial activities abroad have not developed clearly stated objectives for foreign markets which reflect coordinated consideration of U.S. trade objectives and the activities needed to attain them.

Findings/Conclusions: Foreign markets are not analyzed systematically to identify areas of prime commercial importance, nor are export strategies adapted to the peculiarities and special opportunities of individual markets. A pilot study conducted on the market plans for Mexico demonstrated that an understanding of what a country was planning would help U.S. trade efforts. Much of the information collected was unknown to the U.S. Embassy in Mexico. Trade strategies must be developed, either by the embassies or Washington headquarters gathering data. The strategies must be flexible to respond to rapid changes in worldwide supply-demand situations.

Recommendations: After the feasibility of preparing trade strategies has been demonstrated and an effective planning format developed, the Secretary of State should: consider expanding the

interagency committee to include representatives from all interested agencies; take the lead role in the overall U.S. country, regional, and worldwide trade strategies so that agencies can coordinate activities; and direct U.S. Embassies to participate actively in the preparation of the strategies for their countries. (Author/SS)

134

Exporters' Profits on Sales of U.S. Wheat to Russia. B-176943. February 12, 1974. 23 pp + 5 appendices (12 pp.)
Report to Rep John Melcher; by Elmer B Staats, Comptroller General.

Organization Concerned: Department of Agriculture, Continental Grain Co., New York, NY; Cargill, Inc., Minneapolis, MN, Cook Industries, Inc., Memphis, TN, Garnac Grain Co., Inc., New York, NY; Bunge Corp., New York, NY, Louis Dreyfus Corp.
Congressional Relevance: Rep John Melcher

In July and August 1972, six U.S. export companies contracted to sell over 400 million bushels of wheat to Russia. A request was made for an investigation on (1) whether the six U.S. exporters unduly profited from the wheat sales as a result of inside information on Russian wheat requirements and Russian intentions to purchase from the United States; and (2) on Government policies facilitating the sales. The flow of information between the Commodity Exchange Authority and organizations within the Department of Agriculture having related program responsibilities was examined. GAO had no statutory or contractual right to examine the records of the grain exporters; however, five of the six exporters voluntarily made available records and documents concerning the sales transactions with Russia. **Findings/Conclusions:** The estimated financial results of the sales to Russia of 316 bushels of Hard Winter wheat as reported by the five grain companies ranged from a profit of 2 cents to a loss of 1.9 cents per bushel. Hard Winter wheat sales constituted about 91% of the sales. Two firms reported profits, one for 2 cents and one for 0.3 cents per bushel. The other three firms reported losses of 0.9 cents, 1.5 cents, and 1.9 cents per bushel. The financial results of the sales cannot be precisely determined, but the companies' estimated results appeared to be reasonably accurate. It appeared that exporters either did not have inside information on Russian buying intentions or did not take advantage of such information. At the time of the Russian sales, Agriculture officials concerned with the subsidy program were not receiving reports submitted by exporters to the Commodity Exchange Authority on their cash and futures positions (Author/SW)

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Impact of Soybean Exports on Domestic Supplies and Prices. B-178753. March 22, 1974. 37 pp. + 5 appendices (10 pp.)
Report to Rep. Robert H. Steele, by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.
Congressional Relevance: Rep. Robert H. Steele.
Authority: Agriculture Adjustment Act of 1938, § 304 (7 U.S.C. 1304). Export Administration Act of 1969. Consumer Protection Act of 1973. S. 2005 (94th Cong.).

A request was made for an examination of the effect of U.S. policy on the supply and price of U.S. soybeans and soybean products and the extent of executive branch awareness of the short-supply problems with soybeans. **Findings/Conclusions:** Although domestic and international factors helped to precipitate the soybean problem, major causes were the great foreign demand for soybeans and the continuation of the Department of Agriculture's policy of increasing exports. Additional factors influencing the market in 1973

included fuel shortages, transportation inadequacies, currency devaluations, and scarcity of substitutes. Despite production increases, the cash price of soybeans rose from \$3.43 a bushel in June 1972 to \$11.20 a bushel a year later. The problem of constrained supplies and high prices which developed in mid-1973 was forecast by the Department of Agriculture's Economic Research Service in September 1972. Dairy and poultry industry representatives, as early as October 1972, asked for Government intervention in the form of price controls and/or export restrictions. The Department of Agriculture for some time opposed such actions. In June 1973, the Secretary of Agriculture concurred in placing export controls on soybeans and soybean substitutes to help insure adequate domestic supplies. **Recommendations:** Congress and the executive branch should consider: strengthening control over futures market activities establishing a better reporting system, adopting a flexible export policy for critical commodities, and implementing a comprehensive reserve program (Author/SW)

136

U.S. Actions Needed to Cope with Commodity Shortages. B-114824. April 29, 1974. 178 pp + 9 appendices (103 pp.)
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Cost of Living Council; Council of Economic Advisers, Council on International Economic Policy; Department of the Interior; Department of the Treasury; Department of Agriculture; Department of Commerce; Department of State; Office of Management and Budget.
Congressional Relevance: Congress.

The United States Government does not have an effective planning, policy analysis, and policy formulation system for basic commodities. The ability of the existing Federal commodity policy process to respond to commodity problems is limited by difficulties encountered in decisionmaking, the use of export controls, analysis and forecasting, long-range policy planning, and developing policy for specific commodities. **Findings/Conclusions:** A variety of reforms are needed to improve: the coordination and responsiveness of the commodity decisionmaking process, the implementation, reporting, and evaluation of the impact of short-supply export controls; the capabilities, procedures, and report products of agency commodity monitoring, analysis, and forecasting groups; and the data gathering, analytical capabilities, and policy coordination for long-range economic policy planning efforts. **Recommendations:** Congress should consider the actions that executive branch agencies are taking and GAO's recommendations for improving these agencies' capabilities to cope with commodity problems. Congress should also consider the need for legislation to establish a centralized mechanism for developing and coordinating long-term policy planning. (SC)

137

[Canadian System of Regulating Wheat Stocks and the Role of Domestic International Sales Corporations in Exporting Agricultural Products]. B-176943. May 23, 1974. 7pp. + 4 enclosures (4 pp.)
Report to Rep. Charles A. Vanik; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Department of Agriculture; Canadian Wheat Board
Congressional Relevance: Rep. Charles A. Vanik.
Authority: Revenue Act of 1971.

Canadian wheat supplies are managed through Government policies and with a quasi-governmental trading organization known as the Canadian Wheat Board. The Board is responsible for the development of markets and export sales, delivery in domestic and export

markets, and the prices producers receive for their wheat. U.S. wheat supplies are managed by private producers and exporters using a free-market approach which makes market information not as readily accessible. *Findings/Conclusions:* The Canadian system maintains stable prices for domestic consumers by paying the difference between the domestic and foreign markets to the producers; the United States subsidizes the farmer only to minimize his losses. Transportation of the grain is also subsidized under the Canadian system. Over a ten-year period Canadian prices have risen 38.9% and U.S. prices have risen 40.6%. A U.S. wheat export control board would tend to stabilize prices, facilitate long-term agreements, regulate flow of supplies by controlling production and delivery, and facilitate product research. However, such a board would tend to hinder and discourage free enterprise. The domestic international sales corporations (DISC) legislation, which allows a tax deferral for exporters of agricultural products cost the U.S. Government about \$250 million in revenue, but accounted for 20% of export revenue for fiscal year 1973 (SS)

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[*Importations of Butter and Butter Substitutes Authorized by Presidential Proclamation No. 4253*]. B-180009. June 10, 1974. 2 pp. + enclosure (6 pp.).

Report to Rep. John Melcher; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: United States Customs Service.

Congressional Relevance: Rep. John Melcher.

Authority: Freedom of Information Act. 5 U.S.C. 552(b). Presidential Proclamation No. 4253. 19 C.F.R. 103.10.

Presidential Proclamation Number 4253, issued on October 31, 1973, temporarily amended the U.S. tariff schedules by adding a new section which authorized the importation from November 1 to December 31, 1973, of 56 million pounds of butter and 22.6 million pounds of butter oil with over 45% butterfat. These quantities were in addition to the annual quota quantities of 707,000 pounds of butter and 1.2 million pounds of butter oil. *Findings/Conclusions:* Information from the Commissioner of Customs showed that on December 31, 1973, about 55 million pounds of the additional butter quota had been imported, of which about 46 million pounds were exported before the effective date of the proclamation. The 22.6 million pound quota on butter oil was filled on December 14, 1973, and about 11 million pounds of this was exported before the effective date of the proclamation. Customs officials also stated that: Customs did not assess or collect countervailing duties on butter or butter oil imported under the proclamation; Customs initiates countervailing duty investigations only after it receives a complaint from an outside source; and Customs had not received any complaints on importing merchandise authorized by the proclamation. The Customs Service refused to furnish information on the quantities and prices of individual transactions and the names of purchasers, claiming that the information was the confidential commercial or financial information of the importers involved. (SC)

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[*Effects of Agreement to Ship Wheat to Egypt*]. B-176943. December 6, 1974. 3 pp.

Report to Rep. Joshua Eilberg; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Rep. Joshua Eilberg.

Authority: Agricultural Trade Development and Assistance Act of 1954, title I (P.L. 83-480). Cargo Preference Act of 1954, as amended.

Food

An agreement to supply 100,000 tons of wheat to Egypt, arranged under the Agricultural Trade Development and Assistance Act of 1954, provided dollar credit financing on concessional terms for sale of wheat and wheat products valued at \$17.5 million. The terms of this agreement, signed on September 12, 1974, were comparable to those in several similar sales agreements with other countries. The Government of Egypt had not purchased any of this wheat as of October 11, 1974. *Findings/Conclusions:* The sale will have little, if any, effect on the wholesale and retail price of wheat in the United States. The quantity being sold to Egypt represents about two-tenths of 1 percent of the estimated domestic wheat production during the 1974 crop year. Department of Agriculture officials expected that at least 50,000 metric tons of the wheat would be shipped to Egypt in U.S. flag vessels. The estimated cost to the U.S. Government for this concessional sale was \$11,357,000, including the difference in the estimated interest costs between that which the U.S. Government assumes and that which will be collected from Egypt and the ocean freight differential. The U.S. Government's interest over a 20 year period will amount to \$15,773,000, and the Government of Egypt's interest will amount to \$5,154,000. (SC)

140

Excluding Substandard Canned Pineapple from the United States. MWD-75-40; B-179440. March 3, 1975. 17 pp. + appendix (3 pp.). Report to Sen. Daniel K. Inouye; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Health, Education, and Welfare; Food and Drug Administration.

Congressional Relevance: Sen. Daniel K. Inouye.

Authority: Federal Food, Drug, and Cosmetic Act, as amended (21 U.S.C. 301). 21 C.F.R. 27.50-52.

A review of the efforts of the Food and Drug Administration (FDA) to exclude substandard pineapple imports from the United States indicated that FDA's regulatory action has been limited to those lots of imported canned pineapple included in its survey samples and that the entry of substandard pineapple into the United States has not been significantly reduced. *Findings/Conclusions:* A 1970 survey by FDA of canned pineapple from Malaysia, Mexico, and Taiwan showed that 16.4% and 4.3% of the lots sampled from Taiwan and Malaysia, respectively, did not comply with the standards. Of the 40 lots of canned pineapple sampled in 1973, 29 were denied entry into the United States and 3 were relabeled as substandard and allowed entry. Of the 198 lots sampled in 1974, 37 were rejected. Lots were deemed substandard on the basis of a specified number of samples not meeting the same quality factor rather than a combination of quality factors. *Recommendations:* The Secretary of Health, Education, and Welfare should direct the Commissioner of the FDA to: provide for special inspection of imported canned pineapple from Malaysia and Taiwan; evaluate the appropriateness of accepting lots which may be substandard for a combination of quality factors; and provide additional training and guidance to inexperienced district office personnel who participate in inspections to insure that quality standards are properly applied. (Author/SC)

141

The Agricultural Attache Role Overseas: What He Does and How He Can Be More Effective for the United States. ID-75-40; B-133160. April 11, 1975. 81 pp. + 4 appendices (12 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Foreign Agricultural Service; Department of Agriculture; Department of State.

Congressional Relevance: Congress

Authority: Agricultural Act of 1954 (P.L. [84]-690).

Agricultural attaches of the Department of Agriculture's Foreign Agricultural Service are assigned primarily to U.S. Embassies and consulates overseas to provide information on conditions in foreign countries and to work to expand export markets. *Findings/Conclusions:* The Service gives attaches guidance in their major areas of effort, but has not established overall trade objectives by country or market area. Attaches could profit from additional training and work assignments geared to their talents. Attaches' reports on market and trade matters generally fulfill the Department of Agriculture's requirements but are often of limited usefulness to exporters. There is limited contact with the Food and Agricultural Organization, an important source of information on world agriculture. The growing world demand for food has caused increases in prices of many commodities, but promotional funds continue to be applied to the same products and markets. Criteria have not been established under private business association programs to determine when products and markets have been established and Government assistance should terminate. Reporting on agricultural developments in the Soviet Union and Eastern bloc countries needs improvement. *Recommendations:* The Secretary of Agriculture should improve management and direction of attaché activities, better coordinate the training and experience for attaches, improve the utility of the Foreign Agricultural Service information-gathering system, use promotional resources more effectively; and facilitate the collection of agricultural information in the Soviet Union and Eastern bloc countries. (HTW)

142

Review of U.S. Import Restrictions: Need to Define National Sugar Goals. ID-75-80, B-114824. July 10, 1975. 39 pp. + 5 appendices (10 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Council on International Economic Policy, Department of Agriculture, Department of State.

Congressional Relevance: Congress.

Authority: Sugar Act of 1937; Sugar Act of 1948, as amended; Jones-Costigan Act of 1934; Trade Act of 1974.

Since the expiration of the Sugar Act on December 31, 1974, the United States is not committed to either free trade in sugar or protection of its sugar industry. There is a need to consider a more precise policy, either through new legislation or development of a new sugar program. In designing a new policy, a balance must be achieved among U.S. industry, U.S. consumers, and foreign interests. *Findings/Conclusions:* From 1935 to 1973, the sugar program's protective tariffs, guaranteed minimum prices, subsidy payments, production allotments, and import quotas effectively maintained a domestic sugar industry. In 1974, the sugar program failed to insulate the United States from high world prices caused by shortages. The price for raw sugar in this country jumped from 12.6 cents a pound in January 1974 to a record high of 64.5 cents on November 20, 1974. The sugar program cost U.S. consumers an estimated \$5.2 billion from 1963 to 1974. If market forecasts are accurate, lack of a protective program offers no immediate threat to the domestic sugar industry because world supplies are expected to be tight through 1980. *Recommendations:* If the Congress wishes to develop national goals for sugar trade, it should ask the Council on International Economic Policy to coordinate with the Departments of Agriculture and State and other agencies in recommending policy positions to advise the Congress on: (1) whether the United States wants to protect its domestic sugar industry, and, if so, to what extent; (2) specific goals of U.S. import policy; (3) the U.S. stance on international commodity agreements on sugar; (4) whether the most efficient domestic sugar producing areas and low-cost substitute sweetener manufacturers should be encouraged to expand produc-

tion; and (5) how the Government can minimize the economic and social displacement of sugar producers, processors, and workers if more liberal trade policies are adopted. (Author/SC)

143

The Government's Role in East-West Trade: Problems and Issues. ID-76-13A; B-162222. February 4, 1976. 69 pp. + 2 appendices (15 pp.).

Report to the Congress, by Elmer B. Staats, Comptroller General.

Organization Concerned: National Security Council; Council on International Economic Policy; Department of State; Department of the Treasury, Department of Commerce; Department of Agriculture; Export-Import Bank of the United States.

Congressional Relevance: Congress.

Authority: Trade Act of 1974; Case Act; Export Administration Act of 1969; Mutual Defense Assistance Control Act of 1951; Executive Order 11846.

Renewed commercial relations between the United States and Communist countries have raised public and congressional interest in the benefits of such trade, the policies being followed, and the executive branch's role in bilateral and multilateral East-West trade issues. *Findings/Conclusions:* U.S. trade policy, developed through an interagency decision making process has not insured that political and strategic positions were clear before implementation because of differing perceptions of agencies on the direction and objectives for relations with Communist countries and the absence of procedures for congressional involvement in executive branch foreign trade negotiations. The executive branch established Government and private sector institutions to promote, facilitate, and monitor trade with communist countries. The Export-Import Bank (Eximbank) of the United States, which finances the export sales of U.S. goods and services, does not have adequate documentation to indicate criteria used in approval of loan applications, making it difficult to determine whether the Soviet Union has received preferential treatment. Commodities and technology of strategic importance are subject to U.S. national security export controls, but there are major differences among executive agencies on how these are interpreted. There is an absence of consensus within the executive branch about U.S. diplomatic objectives and their value. *Recommendations:* The executive branch agencies and policy councils concerned with East-West trade should institute reforms to: improve executive branch understanding of and involvement in trade activities; reduce fragmentation in policy formation; improve coordination, including multilateral coordination; improve the flow of information to businessmen on Communist countries' needs and finances; improve Eximbank's responsiveness to U.S. exporters and its approval procedures; and strengthen procedures and clarify responsibilities for export controls and technology exchanges. Congress should consider: establishing procedures for congressional involvement in executive branch foreign trade and economic activities; establishing a procedure for unified consideration of issues involved with East-West trade which are currently within the jurisdiction of various legislative committees; and examining the administration of export controls and technology export exchanges. (Author/HTW)

144

Food Power: The Use of U.S. Agricultural Exports as a Tool in International Affairs. February 20, 1976. 24 pp. + enclosure (3 pp.). Report by Janice E. Baker, Congressional Research Service.

In light of the political manipulation of petroleum resources by OPEC, the United States, as the world's largest grain exporter, has considered the use of American "food power" in international affairs. Suggestions for using such leverage have focused on: gaining trade or political concessions, influencing other nations to vote with the

United States in the United Nations, obtaining scarce and needed minerals, and increasing the national income from food exports by charging higher prices. Opponents of the use of food power argue that such leverage would be effective only if world food supplies remain tight; that long term political manipulation of food supplies is not feasible on a worldwide scale; that the U.S. has a moral duty to help feed hungry people; and that farmers, fearing adverse affect on their prices and markets, will not support such efforts. Developed nations could get along without U.S. food if they had to, though food power proponents point to the leverage U.S. grain allegedly had in exacting concessions from Russia and cite the use of various U.S. embargos, both past and present, as precedents. Developing nations, with little leeway for finding alternative food sources, would be highly vulnerable to U.S. food power. Because most OPEC countries were largely independent of U.S. food supplies, the use of food power to combat "petropower" would prove ineffective according to a 1973 study. However, it is possible a current study would reach different conclusions. It is possible, too, that U.S. agricultural trade would not diminish significantly under "food power" guidelines, but there must be some assurance to U.S. farmers of fair prices and regular marketing channels (DS)

145

Agriculture's Implementation of GAO's Wheat Export Subsidy Recommendations and Related Matters. ID-76-39; B-176943 March 3, 1976. 48 pp. + 2 appendices (6 pp.)

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Commodity Credit Corp.; Department of Agriculture.

Congressional Relevance: Congress.

Authority: Agricultural Trade Development and Assistance Act of 1966 (P.L. [83] - 480).

Although the Department of Agriculture initiated a variety of audits, selective studies, and advisory position papers concerning wheat, most of these efforts did not, nor were they intended to, constitute the formal, systematic evaluation of the program recommended by GAO. GAO recommended that the Department: complete a systematic evaluation of the Wheat Export Subsidy Program; review the legality of subsidy payments to exporters' foreign affiliates; and insure that a reinstated program will be effective and efficient. **Findings/Conclusions:** Agriculture officials contended that: (1) there is no need to systematically evaluate the former subsidy program nor to subsequently develop a new, standby program; and (2) the tight wheat supply and high demand situation existing since the Russian wheat sales of 1972 should continue, precluding resumption of a subsidy. Agriculture's present policy opposes export subsidies and this contributes significantly to its reluctance to evaluate the former program and to develop and comprehensive standby program. However, this policy provides no adequate policy alternatives for disposing of surpluses should wheat inventories increase.

Recommendations: The Secretary of Agriculture should: conduct an evaluation of the former subsidy program's effectiveness and efficiency, determine conditions under which subsidies may be needed, and prepare a standby subsidy program; reopen and expand the Office of Audit's review of the legality of export subsidy payments involving sales of foreign affiliates before August 1971 to obtain additional information on the extent to which affiliate transactions resulted in abuse of the former program; and adopt provisions to insure that exporters and their affiliates transact business at arm's length, should a new wheat export subsidy program be established. (Author/SC)

146

U.S. Agriculture in a World Context. November 23, 1976. 14 pp. Report.

Prepared by the Food and Agriculture Section, Environment and Natural Resources Policy Div., Congressional Research Service.

Organization Concerned: Department of Agriculture; United Nations: Food and Agriculture Organization

Authority: Export Administration Act of 1969.

Localized food shortages and rising commodity prices have illustrated both the interdependence of the world community and the dependence of many nations on the trade and aid of the United States. U.S. farmers produce more than can be consumed domestically and the nation depends on agricultural trade for a favorable balance of payments. In recent years the Government has felt it necessary to temporarily restrain exports to safeguard domestic supplies and/or to keep prices within an acceptable range. U.S. farmers and traders and foreign buyers have generally disapproved, some buyers have turned elsewhere for a reliable source of supply. In light of recent grain inspection scandals, some buyers have begun to doubt the quality of U.S. products. The tight markets of recent years have led to debates over the possible uses of U.S. "food power" and the increased use of bilateral agreements. Trade agreements such as the grain trade agreement with Russia have evoked displeasure from some farm and trade groups, although information agreements are generally seen as helpful by all segments of the U.S. economy. International commodity agreements between producer and consumer nations have gained increased attention in international forums. The United States advocates the evaluation of commodity agreements on a case-by-case basis, with the expansion of trade as the main goal. At the World Food Conference in 1974, the United States and over 120 nations agreed to 22 resolutions aimed at improving the world food situation and nutritional status of the world's population. The resolutions focused on food aid and local agricultural development. (Author/SW)

147

U.S. Import Restrictions: Alternatives to Present Dairy Programs. ID-76-44; B-114824. December 8, 1976. 54 pp. + 5 appendices. Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of State; Department of the Treasury; Department of Agriculture; International Trade Commission; Office of the Special Representative for Trade Negotiations. **Congressional Relevance:** House Committee on Agriculture; House Committee on Appropriations; Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture and Forestry; Congress.

Authority: Steagall Amendment (15 U.S.C. 713a-8). Agricultural Act of 1949 (63 Stat. 1051). Agricultural Act of 1949 (63 Stat. 1247). Agricultural Marketing Agreement Act of 1937 (50 Stat. 246). Trade Act of 1974. Agriculture and Consumer Protection Act of 1973.

The need to consider alternatives to the present system of dairy import quotas is discussed. Interrelated programs of price supports, marketing orders, and import quotas have been effective in insuring an adequate supply of domestically produced milk and in stabilizing prices for dairy products. The cost of this self-sufficiency and price stability has been higher prices to the consumer and program costs to the government. Several alternative courses of action are available: (1) continued policy of import quotas for dairy products along with the price support program, (2) free trade in dairy products in the United States and abroad, and (3) open U.S. market policy with no import quotas or price support program. **Findings/Conclusions:** A system of free trade for agricultural products would benefit consumers through lower prices for dairy products. Under a system in which the United States would unilaterally open its market to imports, an

Agriculture Department study indicates average consumer savings of about \$500 million a year over a 6-year period. **Recommendations:** Viable alternatives or modifications to the present protective system of dairy import quotas should be analyzed and defined. (RRS)

148

U.S. Food Exports: Supplying the World's Food Needs. March 16, 1977. 9 pp.

Staff study by W. Mack Edmondson, Assistant Director, International Div., International Studies Association, St. Louis, MO.

Authority: International Development and Food Assistance Act (P.L. 94-161). Agriculture and Consumer Protection Act of 1973, as amended. Agricultural Act of 1977 P.L. 94-480 B-176943 (1973) B-178753 (1974). B-114824 (1974). B-133160 (1975)

The House of Representatives' "Right-to-Food-Resolution" provided reaffirmation of its commitments to feed America's own hungry citizens, and it stressed the importance of taking hunger and food distribution into account in the formulation of U.S. foreign policy. Congress has also expressed its concern for establishing a flexible agricultural policy, solving the problem of whether it should intervene in the Nation's food export market, and identifying the goals of a national food policy. In its efforts to assist Congress in assessing the directions that the national food policy should take, the GAO has conducted studies in the area of U.S. exports of agricultural commodities. These studies resulted in the recommendations that the Government establish a reporting system with private exporters to learn of impending large sales to nonmarket economies, and develop a cohesive export policy giving consideration to domestic needs, commercial customers, and concessionary exports. Some degree of Government management of grain supplies and exports is needed. A broad American food policy is also needed in order to balance the interests of American farmers and consumers, cash-paying customers abroad, and the poor nations. (LDM)

149

Nationwide Food Consumption Survey; Need for Improvement and Expansion. CED-77-56; B-133192. March 25, 1977. Released March 25, 1977. 7 pp. + appendices (39 pp).

Report to Sen. George McGovern, Chairman, Senate Select Committee on Nutrition and Human Needs; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

The Nationwide Food Consumption Survey which the Department of Agriculture (DOA) began in April, 1977, was reviewed in order to determine what types of analyses can be done with the data, what planning changes have occurred since survey conception in 1974, and whether it will yield accurate information on the diet of low-income families and of overall food consumption in the United States. The sample will be of 15,000 households, with 5,000 low-income households, almost half of whom participate in the food stamp program. **Findings/Conclusions:** The survey sample is too small to provide useful information in evaluating food assistance programs and in identifying nutritional problems of low-income families. Additional low-income families should be sampled to provide this information. The survey methodology has not been fully validated, and the results will be open to criticism. There are no assurances that the data obtained will actually measure the amount of food consumed. **Recommendations:** The DOA should fully vali-

date the Nationwide Food Consumption Survey methodology either before or during the survey and develop objectives and analysis plan for the survey before the sample is drawn. (Author/DJM)

150

Food Power: A Review of the Options and Arguments on the Potential Use of U.S. Grain Exports as an Instrument of Foreign Policy. April 1977. 27 pp.

Report by Janice E. Baker, Congressional Research Service, Library of Congress.

Authority: International Development and Food Assistance Act of 1975 (P.L. 94-161). Foreign Assistance Act of 1973, § 40. Foreign Assistance Act of 1974. H.R. 8933 (94th Cong.).

The increasing dependence of the world on North American grains gave impetus to the idea that the United States should make more use of its food resources as a diplomatic weapon (food power). Suggestions have been made to use food resources to gain trade political concessions, to influence votes in the United Nations, to obtain scarce minerals, and to charge higher prices for food exports. Arguments against the use of food power are: the moral objection of withholding food from hungry people; the difficulties of adjusting crop production; the fact that wheat can be grown in many areas of the world; and the adverse effects on U.S. farmers. The probable impacts of such a policy would vary according to nations involved. Developed nations such as Japan and the Soviet Union could make the necessary adjustments such as seeking other sources of supply. Although some concessions might be expected from these nations in response to U.S. pressure, the extent of such concessions is unknown. For Arab nations, a food embargo would be ineffective since most of the countries import only about 5% of their food from the United States and their wealth would enable them to purchase grain on world markets. The developing nations would be most severely affected, but world opinion would be critical of the use of food power in these areas. The United States balance of trade could be affected unless careful guidelines were applied. Limited use of food power has been made through licensing and temporary trade restrictions. (HTW)

151

Issues Surrounding the Management of Agricultural Exports. ID-76-87 B-176943. May 2, 1977. 2 vols. (v.1, 127 pp.; v.2, 115 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture; Council on Economic Advisers.

Congressional Relevance: Congress.

Authority: Agricultural Act of 1970, as amended; Agriculture and Consumer Protection Act of 1973, § 812 (P.L. 93-86; 7 U.S.C. 612c-3 (Supp. IV)). Export Administration Act of 1969, as amended (50 U.S.C. App. 2401-2413; 50 U.S.C. App. 2403(F) (Supp. IV)). B-114824 (1974). B-178753 (1974). B-159652 (1974). B-146770 (1975). B-133160 (1975).

Interviews, questionnaires, and literature reviews were utilized in an attempt to describe and evaluate: (1) circumstances surrounding 1974 and 1975 grain purchase by the Soviet Union; (2) Agriculture's management of its export reporting system; (3) Agriculture's forecasting of foreign supply and demand; and (4) executive branch agricultural export policy and related issues. **Findings/Conclusions:** Fundamental improvements are needed in the Nation's food export machinery. The Department of Agriculture's export reporting system needs to provide accurate and timely data on exports—a necessary input if the effects on domestic supply and price are to be minimized. Current elements of export policy need to be more complete and cohesive and need to provide the flexibility necessary to meet both domestic and international objectives and changing food

supply and demand situations. Export policy implementation needs more coordination, cohesion, and better timing. *Recommendations:* The Congress should enact legislation providing for an improved export reporting system that will function as an effective early-warning system. Congress should also establish a food export policy that protects the interests of both producers and consumers, while simultaneously providing an effective policy mechanism for surplus and shortage market conditions. That policy should also clarify the Government's position on grain sales to nonmarket economies, including the desirability of such mechanisms as long-term agreements and government-to-government negotiations. The question of a national grain reserve, the role of multinational grain exporters in U.S. marketing, and the role that could be played in grain exporting by U.S. grain cooperatives should also be considered by the Congress. (Author/SC)

152

Information concerning Reports of a Possible Wheat Shortage. B-176943. July 30, 1977. 20 pp.
Report to Rep. Charles A. Vanik; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Rep. Charles A. Vanik.

Authority: Agriculture and Consumer Protection Act of 1973 (87 Stat. 238). Export Administration Act of 1969, as amended (50 U.S.C. App. 2401 et seq.). 18 U.S.C. 1905.

As of mid-February 1974, the Department of Agriculture (USDA) reports showed an estimated total U.S. wheat supply of 2,150 million bushels for the 1973/74 crop year (ending June 30, 1974); an estimated demand for this supply through June 30, 1974, of either 1,972 million bushels or 2,059 million bushels; and a projected carryover at June 30, 1974, of either 178 million bushels or 91 million bushels. Differences in wheat export amounts in two Department reports accounted for the variances in the demand and carryover figures. *Findings/Conclusions:* According to the Wheat Situation report which is based on a continuing, comprehensive analysis of all wheat data available to the USDA, the estimated demand for the wheat supply was 1,972 million bushels. The Department's weekly exports report for the week ended February 17, 1974, as corrected, showed, in contrast to estimated exports of 1,200 million bushels in the Wheat Situation report, exporters' sales and shipments of U.S. wheat for the 1973-74 crop year of 1,287 million bushels. The Exports report was based on information the Department obtained from exporters and the Bureau of the Census. *Recommendations:* In order to provide an adequate basis for weekly evaluation of foreign demand for wheat, the Exports report should disclose the contingent nature of sales with unknown destinations and significant changes in previously reported sales. The report should also show cumulative exports of wheat by type. (SC)

POPULATION CONTROL

153

U.S. Grant Support of International Planned Parenthood Federation Needs Better Oversight. B-173240. September 14, 1973. 29 pp.
Report to John A. Hannah, Administrator, Agency for International Development; by J. K. Fasick, Director, International Div.

Organization Concerned: International Planned Parenthood Federation.

Authority: Foreign Assistance Act (of) 1967, title X.

The Agency for International Development (AID) has provided about \$10 million annually as grant budgetary support for private family planning activities carried out by the International Planned Parenthood Federation (IPPF). IPPF is one of the larger recipients of AID grants for such activities. *Findings/Conclusions:* AID does not participate in IPPF's programming or in the audit activities of its family planning associations, but it evaluates performance on the basis of annual reports, audits at IPPF's central office in London, and other internal AID information. Grant management relationships changed in April 1971 from specific IPPF projects, reviewed and approved by AID, to general budgetary support of overall programs. In spite of IPPF's rapid growth, with resulting organizational and operational problems, AID has limited control over the use of funds. At IPPF's central office, problems were noted concerning ability to implement effective programs and management review over family planning activities by associations. IPPF was qualified to sponsor indigenous family planning programs and carry out AID's congressional mandate on population assistance; but more accountability and greater assurances of efficiency and economy were needed.

Recommendations: The Administrator of AID should provide increased assistance to IPPF for working out a plan for: timely submission of reliable reports and data from national associations; more reviews, inspections, and reports by IPPF offices; improvements in independent audits of associations' programs; and more effective evaluation and reporting by IPPF's central office to AID. He should also perform a more complete review of IPPF's management system to provide greater assurance that objectives are being met, including field appraisals directly related to subgrant programs. (Author/HTW)

154

Challenge of World Population Explosion: To Slow Growth Rates While Improving Quality of Life. B-156518; ID-76-68. November 9, 1976. 74 pp. + enclosure.

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Office of Management and Budget; Department of State; Agency for International Development.

Congressional Relevance: Congress.

Authority: Mutual Security Act. Foreign Assistance Act of 1961. Agricultural Trade Development and Assistance Act of 1954.

The rapid population growth rate in developing countries concerns the entire world because it will affect the quality of life of future generations, by placing more burdens on food production; creating greater demands on inadequate health care and education facilities; increasing unemployment; contributing to urban migration; accelerating the use of limited natural resources, which could restrict the earth's ability to support life; and being conducive to civil unrest.

Findings/Conclusions: The situation can be controlled through communication, services, shifts in incentives, changes in social institutions and opportunities, and coercion. Policies, of course, have to take into consideration traditional values and customs, religious and ideological resistance, political attitudes, illiteracy, and cultural and economic pressures. The most effective program, and the most widely used, is that of fertility reduction. In 1973, the Congress revised foreign economic aid policies to help the impoverished majority improve their standard of living and participate more effectively in the development process. The AID population program has six major categories. In addition to Government programs, universities and private organizations are concerned about the problem. The private organizations are: International Planned Parenthood Federation; Family Planning International Assistance; Population Council; Association for Voluntary Sterilization; and the Pathfinder Fund, all of which receive AID money. The United Nations and the World Bank also have extensive programs. *Recommendations:* Emphasis should be on slowing or reducing growth rates in developing countries while improving the quality of life through social and economic development. (Author/SS)

155

Impact of Population Assistance to an African Country. ID-77-3; B-179421; B-156518. June 23, 1977. 45 pp. + 9 appendices (20 pp.). Report to the Congress, by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of State, Agency for International Development.

Congressional Relevance: House Committee on International Relations; Senate Committee on Foreign Relations; Congress.

Authority: Foreign Assistance Act of 1961, as amended, § 104b

Rapid population growth combined with poor social and economic conditions is hindering development efforts in many countries. African birthrates are among the highest in the world, and population growth rates are expected to increase as improved health care lowers mortality. Ghana is one African nation that has recognized its population problem. It has promulgated an official population policy, and has established a family-planning program. The United States has provided about 75% of the \$15.9 million of population assistance to Ghana. Ghana's program, however, has reached only a small percentage of the population, primarily urban. **Recommendations:** In planning development assistance for Ghana and other African nations, GAO recommends that the Administrator of the Agency for International Development, as appropriate, encourage governments, and provide support when necessary, to examine the relationships between social and economic change and fertility, help governments to establish population policies which encourage the types of social and economic development identified as having a maximum impact on fertility; consider the impact on population growth of planned U.S. development projects and work to integrate population and development projects; and take actions to encourage the establishment of an effective, systematic coordinating mechanism for population assistance in Ghana and in other countries where none exists. (Author/SC)

INTERNAL ORGANIZATION AND POLICIES

156

Numerous Improvements Still Needed in Managing U.S. Participation in International Organizations. July 18, 1974. 41 pp. + 5 appendices (9 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Office of Management and Budget; Department of State; United Nations; United Nations: Educational, Scientific and Cultural Organization; World Health Organization.

Congressional Relevance: Congress.

Authority: Foreign Assistance Act of 1973 (P.L. 93-189) Foreign Assistance Act of 1969 (P.L. 91-175; 80 Stat. 425; 5 U.S.C. 3343).

It has previously been reported that the United States loses control over funds contributed to international organizations and that the Department of State could not assure the Congress that U.S. contributions were efficiently and effectively used. Although increased emphasis on multilateral assistance makes the need to correct the conditions that prompted earlier recommendations more urgent than ever, progress has been slow and no single recommendation has been put fully into effect. **Recommendations:** The Secretary of State should: acquire an adequate staff familiar with the functions and operations of international organizations and provide for greater continuity of tenure; establish a deadline for developing and promulgating U.S. policy objectives and priorities for each organization to guide personnel managing U.S. interest; develop criteria for reporting that will produce sufficient relevant and reliable information on management proposals and performance and enlist the support of other

members to get such criteria adopted by the organizations; continue U.S. annual evaluations and aggressively attempt to resolve identified problems with organizations; obtain from each of the international organizations a formal statement of personnel policies and selection procedures, instruct U.S. representatives to the international organizations to press for needed reforms in the personnel systems of these organizations; develop the policies, procedures, and programs for advancing and encouraging participation by U.S. citizens in international organizations; and establish a range of objectives or goals for the number of U.S. nationals to be employed by each organization. (Author/SC)

157

The Food Situation in Pakistan. January 15, 1975. 62 pp. + appendix (5 pp.).

Report by Robert Shuey, Specialist in Asian Affairs, Congressional Research Service.

Since Pakistan was formed in 1947, its agricultural output has grown at a slower rate than its population; new policies instituted by the Pakistani Government in 1958-1959 produced some progress. In the mid-1960's high yield variety wheat and rice seeds were introduced which greatly increased agricultural output. However, new problems arose and the conflict with India caused severe setbacks. Pakistan increased its total food production since the 1961-1965 period by more than 60%, much more than its neighboring countries. Pakistan's primary agricultural products are wheat, rice, cotton, corn, and sugarcane. Wheat crops for 1974 were expected to set new records and the rice crop was expected to be good although hindered by a shortage of fertilizer. In 1973 Pakistan's export earnings were at their highest level, with agricultural exports accounting for 80% of the earnings. Factors affecting the food supply in Pakistan are: population, the area cultivated, yield, seed variety, fertilizer, water, pest control, land tenancy, mechanization, labor, socio-economic conditions, credit, distribution systems, world economic and agricultural conditions, and foreign aid. Although self-sufficiency in wheat may be a realistic goal in the short term, malnutrition in Pakistan is endemic and rapid populations growth plus unfavorable economic or weather conditions could create serious food shortages. (HTW)

158

Disincentives to Agricultural Production in Developing Countries. ID-76-2; B-159652. November 26, 1975. 34 pp. + 15 appendices (83 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development; Department of the Treasury; Department of Agriculture; Department of State.

Congressional Relevance: Congress.

Developing countries can increase their agricultural production and provide their people with urgently needed food if they provide their farmers with economic incentives and supporting services. However, many of these countries have policies and institutional factors which act as disincentives to their farmers to expand agricultural production. **Findings/Conclusions:** Disincentive governmental policies and institutional factors which affect agricultural production adversely include: low producer prices which discourage farmers from using more productive methods; export taxes which restrict production for export; monetary and trade policies which make food imports attractive and discriminate against food and

agricultural exports; restrictions on moving food from surplus to deficit areas which discourage increased production in the producing areas; institutional credit which is not generally available to small farmers; extension services which are generally inadequate and do not reach small farmers, and extreme disparities in farm sizes and forms of land tenure which deter increased production. *Recommendations:* The Secretaries of Agriculture and State and the Administrator of the Agency for International Development, when providing food and agricultural assistance to developing countries, should give maximum consideration to disincentives to agricultural production in the countries involved and work for their removal. The Secretaries of State and the Treasury should work for concerted action by all countries and institutions providing economic assistance to induce recipients to remove the disincentives and adopt a positive strategy providing adequate incentives to farm production. (Author/SC)

159

The Financial Requirements of World Agriculture in a Food-Short Era. April 1976. 17 pp. + appendix (2 pp.).
Report by Leo V. Mayer, Senior Specialist for Agriculture, Congressional Research Service.

World agriculture, despite its long history and wide diversity, has recently taken on the characteristics of a new growth industry. The need for large amounts of capital to finance higher levels of production has become an issue. Although the financial aspects of more food production are only one part of a worldwide anxiety over more food security, there is growing recognition that financing has been and continues to be a major impediment to adequate food supplies for a significant part of the world's population. The great diversity in the production and marketing of food means that many different kinds of activities require financing nearly simultaneously if total food supplies are to increase and if the more difficult step of improved consumer nutrition is to be achieved. Some of the types of food and agricultural improvements for which financial investments are required are: agricultural infrastructure, including irrigation canals, land drainage, roadways, and other physical structure in rural areas; production inputs, including fertilizer, insecticides, and seeds; marketing institutions, including local marketing cooperatives, export marketing boards, and agricultural marketing corporations; technical innovation; extension information, such as soil surveys, price projections, and market feasibility studies; and production incentives. (SC)

160

Providing Economic Incentives to Farmers Increases Food Production in Developing Countries. ID-76-34; B-159652. May 13, 1976. 30 pp. + 3 appendices (5 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development; Department of State.

Congressional Relevance: Congress.

Developing nations need a comprehensive strategy which emphasizes economic incentives to farmers as the keystone to improving agricultural growth. Such a comprehensive agricultural development strategy must consider: local and national plans and programs which maximize the use of resources; assured markets to absorb farmers' excess production at stable prices, high enough to make using improved seeds, fertilizer, irrigation, and pesticides profitable; rural land reforms which allow the cultivators of land to benefit from increased output; institutions that will promote agricultural production increased by formulating agricultural policies and programs, providing for the effective use of external aid, creating market systems, and instituting irrigation projects; and a system to insure the

inputs that are essential for increased production are available to all farmers. *Findings/Conclusions:* The Republic of China (Taiwan) devised policies and programs to develop each of these key elements in its agricultural strategy. As a result, Taiwan maintained an average agricultural growth rate of 4.6% during 1953 to 1972. This was far above that of other developing nations and enabled the country to attain basic self-sufficiency in food. *Recommendations:* The Secretary of State and the Administrator of the Agency for International Development should: work with other donor nations to help each developing country establish a comprehensive strategy for developing its agricultural sector which best suits its needs and which emphasizes incentives to farmers and the effective use of resources, and seek agreement among donor nations to give greater emphasis to the use of their economic aid to help each developing country improve its agricultural strategy and build the necessary infrastructure to carry out these plans. (Author/SC)

161

Grain Marketing Systems in Argentina, Australia, Canada, and the European Community; Soybean Marketing System in Brazil. ID-76-61; B-114824. May 28, 1976. 85 pp. + appendix (2 pp.).
Report to Sen. Frank Church, Chairman, Senate Committee on Foreign Relations; Multinational Corporations Subcommittee; by Elmer B. Staats, Comptroller General.

Congressional Relevance: Senate Committee on Foreign Relations. Multinational Corporations Subcommittee.

Marketing systems and agricultural policies of major grain and soybean producing and exporting countries vary with the political orientation toward the agricultural sector. An assortment of plans are operating in Argentina, Australia, Canada, the European Community, and Brazil to implement domestic and export marketing systems. *Findings/Conclusions:* In Canada, Australia, and Argentina, only government wheat or grain boards are authorized to buy wheat and certain feed grains. Canadian and Australian wheat boards are producer oriented. Argentine agricultural policy is geared primarily to benefit the urban population at the expense of the producers. The European Community, in contrast with the other markets studied, produces primarily for domestic consumption and uses exports as a device for disposing of surpluses. When European Community prices are higher than world prices, subsidies are used to generate exports and levies are used to limit imports. Brazil's agricultural policy is directed toward expanding its developing soybean industry and increasing its exports. Brazil gives credit, tax breaks, and other incentives to producers. During the last decade there has been little increase in wheat and feed grain production in the countries studied, but Brazil's soybean production has increased tenfold since 1969. International grain companies continue to play an important part in each market system. (Author/SC)

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The United States Should Play a Greater Role in the Food and Agriculture Organization of the United Nations. ID-77-13; B-159652. May 16, 1977. 66 pp.
Report to Sen. Abraham Ribicoff, Chairman, Senate Committee on Governmental Affairs; by Elmer B. Staats, Comptroller General.

Organization Concerned: Agency for International Development; Department of Agriculture; Department of State; United Nations; Food and Agriculture Organization.

Congressional Relevance: House Committee on International Relations; Senate Committee on Foreign Relations; Senate Committee on Governmental Affairs.

Progress has been made in implementing GAO's 1969 recommendations to the Departments of State and Agriculture, which are primarily responsible for administering U.S. participation in the Food and Agriculture Organization (FAO), but more specific improvements are needed. *Findings/Conclusions:* The 1976 statement of U.S. objectives is broad, and neither identifies U.S. interests in terms of priorities nor relates U.S. goals to specific real or potential FAO programs. FAO's improved programming and budgeting systems still do not provide sufficient information to permit effective assessment of the relationships between the regular programs and the extrabudgetary development activities. Present FAO attempts to streamline the process will further reduce the information available to the governing bodies, which focus their review primarily on program increases and shifts of emphasis. The budget review process is long and unwieldy, and the budget documents are nonspecific and hard to understand. Evaluation of programs and activities is neither systematic nor comprehensive, and the member governments are not provided sufficient information to judge the effectiveness of program administration. FAO plans to fund a development program with budget funds rather than with voluntary contributions and to decentralize its operations. Specific functions and responsibilities have not been clearly assigned to concerned U.S. agencies. Trust fund development projects should be consistent with FAO policies and unified country programs. The United States should actively help shape the future of the World Food Council. *Recommendations:* The 1976 statement should be revised to clarify U.S. priorities and concerns in a program-oriented manner. More specific goals and an action plan should be developed to help improve the programming and budgeting systems. A more comprehensive system of program evaluation by FAO should be developed and the resulting reports should be more specific. The U.S. position that development and technical assistance should be voluntarily funded and administered by U.N. Development Program should be reasserted. U.S. involvement should be designated as being primarily the responsibility of the State Department, which should then clearly define responsibilities for the other agencies involved and develop a system to review FAO activities. (Author/SS)

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U.S. Participation in International Food Organizations: Problems and Issues. ID-76-66, B-146820. August 6, 1977. 24 pp + 3 appendices (3 pp.).

Staff study by J. K. Fasick, Director, International Div.

Organization Concerned: Agency for International Development; Department of Agriculture; Department of State; United Nations

The World Food Conference, held in November 1974, focused world attention on the mounting food crisis and set forth a broad range of resolutions and proposals to alleviate hunger. The Food and Agriculture Organization, the World Food Program, and the World Food Council will be crucial to the overall success of the attack on global starvation and malnutrition. *Findings/Conclusions:* The Food and Agriculture Organization was established in 1945 to collect, analyze, and publish data on food, nutrition, and agriculture; provide forums for government consultations; and provide technical development assistance. U.S. nationals held only 11% of the organization's professional staff positions in 1975 although the United States contributed 25 percent of the organization's regular budget. The World Food Program, established in 1963, is a multilateral channel for contributing food aid to needy countries. The U.S. contribution to the World Food Program has steadily increased, from \$43.6 million in 1963-65 to \$140 million in 1975-76. The U.S. share of total program resources has fallen from about 50% to a little over 25%. Over the years, the program has built up a cash reserve of about \$40 million which earns an estimated \$3 million in interest annually. The World Food Council, established in 1974 as a result of the World Food Conference, is designed to act as overall coordinator for international food policy. The council consists of 36 member countries

and has held two meetings; it seems to be evolving as a forum for discussion rather than an action-oriented body. (Author/SW)

FOOD POLICY

FOOD POLICY DETERMINATION

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Agricultural Program Evaluation Laws and Studies. B-161740. November 23, 1973. 14 pp + 7 appendices (22 pp.). Report to Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture and Forestry; by Elmer B. Staats, Comptroller General

Organization Concerned: Department of Agriculture.

Congressional Relevance: Senate Committee on Agriculture and Forestry

Authority: Rural Development Act of 1972, § 603.

Agriculture, forestry, and rural development laws that require reports were identified to assist the Senate committee on Agriculture and Forestry in its oversight responsibilities. *Findings/Conclusions:* Approximately 400 citations (sections of laws) relating to agriculture and forestry required reports from sources that go to the Congress and from Government officials. Of the total, 183 citations were considered significant to the Committee. Of these, 45, or 24% included language indicating that the report should contain information on program evaluation. A list of 21 major programs was developed. The Department of Agriculture (USDA) has made program evaluations for 12 of these programs in three years. Program evaluations were made for five for which such evaluations were a legal requirement. USDA has a centralized system for program analysis, evaluation, planning, and budgeting, but its usefulness for assessing alternative courses of action was not reviewed. (Author/HTW)

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Federal Agencies Administering Programs Related to Marine Science, Activities and Oceanic Affairs. GGD-75-61; B-145099. February 25, 1975. 162 pp. + 4 appendices (15 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General

Organization Concerned: Department of the Interior; Department of Commerce; Department of Defense; Department of Health, Education, and Welfare; Department of State; Department of Transportation, Environmental Protection Agency; Food and Drug Administration; National Aeronautics and Space Administration; National Science Foundation.

Congressional Relevance: Congress.

Authority: Marine Resources and Engineering Development Act of 1966 (33 U.S.C. 1101). Merchant Marine Act of 1936, as amended (46 U.S.C. 1101). Marine Protection, Research, and Sanctuaries Act of 1972 (P.L. 92-532). Marine Mammal Protection Act of 1972 (16 U.S.C. 1361). Federal Boat Safety Act of 1971. 46 U.S.C. 1474.

Agencies which submitted information for inclusion in the annual report to the President and the Congress on Federal agencies' participation in the field of marine sciences, as required by the Marine Resources and Engineering Development Act of 1966, were: the National Oceanic and Atmospheric Administration; the Maritime Administration; the Coast Guard; the Department of Transportation's Office of Pipeline Safety; the Department of the Navy; the Defense Mapping Agency; the Defense Advanced Research Projects Agency; the Department of the Army, Corps of Engineers; the Fish and Wildlife Service; the National Park Service; the Geological Survey; the Bureau of Land Management; the Bureau of Mines; the

Bureau of Outdoor Recreation; the Bureau of Indian Affairs; the Bureau of Reclamation; the Department of the Interior's Office of Saline Water, Office of Water Resources Research, and Office of Territorial Affairs, the National Science Foundation; the Environmental Protection Agency, the Department of State; the Food and Drug Administration; the National Institutes of Health; the Office of Education; the Atomic Energy Commission; the National Aeronautics and Space Administration; and the Smithsonian Institution.

Findings/Conclusions: The Food and Drug Administration's marine science activities include its administration of the National Shellfish Sanitation Program and sample analyses of fish and fish products and fish plant inspections. (SC)

166

Information on United States Ocean Interests Together with Positions and Results of Law of the Sea Conference at Caracas. ID-75-46; B-145099. March 9, 1975. 66 pp. + 2 appendices (6 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of State; National Security Council.

Congressional Relevance: Congress.

Committees and Members of Congress will have to consider the U.S. positions taken at the United Nations Law of the Sea Conference held in Caracas in ratifying and enacting legislation to implement a future oceans law treaty. The chairman of the U.S. delegation to the Conference believes that a comprehensive oceans law treaty should be accomplished by the end of 1975. **Findings/Conclusions:** Accomplishments at the Caracas session cited by the U.S. delegation were: general agreement that the interests of all nations will be best served by an acceptable and timely treaty; the scheduling of another session in Geneva from March to May 1975, with a subsequent signing session to be held in Caracas; preparation of working papers containing precise treaty texts reflecting main trends on such major issues as territorial seas, economic zones, straits, fisheries, continental margins, marine scientific research, and dispute settlement; and refinements of alternative treaty texts for exploiting the deep seabed. The three main approaches to fisheries problems which seem to have emerged at Caracas were: the U.S. approach, which couples coastal state regulations with conservation and full-use duties and international or regional organizations for highly migratory species; complete coastal state regulation, with no coastal state duties; and distant-water fishing state proposals which emphasize the role of regional organizations. (Author/SC)

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Agricultural Policy, Food Policy, Nutrition Policy, World Food Problems: A Select Bibliography, 1969-1975. April 30, 1975. 38 pp.

Report by Cynthia B. Chapman, Congressional Research Service.

Organization Concerned: Department of Agriculture.

In response to Federal Government and public interest, a bibliography was prepared on agricultural policy, food policy, nutrition policy, and world food problems. Agricultural policy pertains to the national and international actions and plans which have as their purpose the direction of agricultural production, marketing, distribution, and foreign trade. Food policy is an undefined term, new to the literature. The use of the term includes: (1) food cost, demand, and distribution; (2) technological aspects of new foods and food sources; and (3) regulation of food reserves and supply. In addition, political use of the term also includes topics related to agriculture. Nutrition policy describes the evolving purpose and plan of a nation to direct all of its programs, projects, and other activities related to food and health. The section on world food problems is a collection of refer-

ences on world food shortages, the relationship of population growth to food production, and world food conferences. (Author/SW)

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U.S. Fishing Industry Can Be Strengthened by Developing Underutilized Fish Resources. GGD-75-68; B-145099. May 30, 1975. 31 pp. + 6 appendices (15 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General

Organization Concerned: National Oceanic and Atmospheric Administration; National Marine Fisheries Service; Department of Commerce.

Congressional Relevance: Congress.

Authority: Fish and Wildlife Act of 1956 S. Res. 222 (93rd Cong.).

Although the U.S. consumption of edible fish grew from 4.3 billion pounds in 1961 to 7 billion pounds in 1973, the U.S. fishing industry has not increased its harvests to meet this demand and supplied only 33% of edible fish products used in the United States in 1973. **Findings/Conclusions:** Imports of fish and fish products have increased, but these may not be capable of meeting the demand because of the slowing growth rate of edible fish and increasing worldwide competition for the product. Although a large quantity and variety of fish resources exist in waters adjacent to the United States, many fish species are not used commercially or are only partially used. Barriers to be overcome include: locating fishing grounds, devising fishing methods, and introducing new products to the marketplace. Fishermen and processors generally operate in small establishments with little opportunity for capital accumulation or effective coordination. The National Marine Fisheries Service has helped overcome some barriers, but fisheries are still underutilized because: some barriers have been overlooked; only a small proportion of the Service's resources are spent on fishery development; and responsibility is spread among several Service components. **Recommendations:** The National Fisheries Plan should be completed. It should require planning for fishery development by species with similar characteristics and establish criteria for determining which species have the highest potential for development. The Secretary of Commerce should provide for monitoring implementation of the plan. (HTW)

169

Grain Reserves: A Potential U.S. Food Policy Tool. OSP-76-16; B-114824. March 26, 1976. 34 pp. + 5 appendices (58 pp.).

Report to Sen. George McGovern, Chairman, Senate Select Committee on Nutrition and Human Needs; by Elmer B. Staats, Comptroller General.

Organization Concerned: Commodity Credit Corp.

Congressional Relevance: SEN05800.

Authority: Agricultural Trade Development and Assistance Act of 1966 (P.L. [83] - 480). Food for Peace Act of 1966 (7 U.S.C. 1707a). Agricultural Marketing Act of 1929. Agricultural Adjustment Act.

Until recently, the United States' primary agricultural concern was what to do with large crop surpluses which tended to curb farm income. With the massive drawdown of worldwide grain surpluses beginning in 1972, this concern shifted to include the additional question of what to do in the case of crop shortages which tend to decrease food availability and increase consumer prices. Proposals have been made that consider a food reserve policy as a buffer to acquire reserves during times of surplus and distribute them during shortages. **Findings/Conclusions:** In considering food reserves as a buffer between the food system and unexpected shocks and as a means of balancing producer and consumer interests, at least eight factors must be examined: (1) what should be the scope of a reserve

system? (2) what ought to be objectives of reserve stock management? (3) what levels of reserves are appropriate? (4) what ought to be the relationship between the reserve system and the market mechanism? (5) who ought to control the reserve system? (6) how should reserve financing operate and who should bear the costs? (7) what should be the relationship between domestic farm policy and a reserve system? and (8) how should the reserve system be coordinated with export control policy? (SC)

170

U.S. Food and Agricultural Policy in the World Economy. April 26, 1976. 73 pp. + 2 appendices (2 pp.)

Report prepared by the Congressional Budget Office of the U.S. Congress.

Organization Concerned: Agency for International Development, Department of Agriculture, Department of State.

Authority: Agricultural Trade Development and Assistance Act of 1951 (P.L. [83]-480)

The agricultural situation of the United States has changed significantly since the beginning of the 1970's. Abundance and its attendant problems of low farm prices and large, costly Government stockpiles have given way to a tight market and higher prices. Already an important force in the world market, U.S. agriculture has assumed still greater importance. New problems which have accompanied the new circumstances include: higher prices for food; increased price instability, resulting in sizable income transfers affecting both farmers and consumers; higher farm production costs; increases in the cost of providing foreign food aid; and general uncertainty about the future of agriculture and how governments will respond to it. A central consideration in fashioning U.S. agricultural trade policy will be the effects of larger agricultural export volume on the U.S. economy. From the standpoint of future U.S. food and agricultural policy, the principal issue is how to avoid the increased price instability that would accompany expanding grain exports, particularly if this occurred when world grain stocks were low. Additionally, there are issues of how to achieve a more equitable distribution of both the benefits and costs associated with these exports. The principal policy options are: continuation of present policy; establishment of a domestic grain reserve; creation of an international grain reserve, imposition of trade restrictions; further trade liberalization, and negotiation of bilateral trade agreements. (SC)

171

Alleviating Agricultural Producers' Crop Losses: What Should the Federal Role Be? RED-76-91, B-114824. May 4, 1976. 48 pp. + 6 appendices (6 pp.)

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Congress.

Authority: Agricultural and Consumer Protection Act of 1973, as amended (P.L. 93-86; 84 Stat. 1358). Federal Crop Insurance Act, as amended (7 U.S.C. 1501). Agricultural Act of 1970. 7 U.S.C. 1445a (c) (Supp. III). 7 U.S.C. 1441 note (Supp. III). 7 C.F.R. 775.18. 7 C.F.R. 775.8. 7 C.F.R. 722.809(k). 7 C.F.R. 728.18. S. 1647 (94th Cong.). H.R. 7247 (94th Cong.).

Two Department of Agriculture programs—an insurance program and a direct-payment program—offer agricultural producers some protection against loss of income when crops are damaged or destroyed by natural disasters or other uncontrollable hazards. **Findings/Conclusions:** Legislation which has been proposed to expand the insurance program and repeal the direct-payment program would

shift most of the disaster protection cost from the taxpayers to the primary beneficiaries and would save an estimated \$259 million annually. Although the proposed legislation has merit and is in line with congressional and executive branch policy that Government activities which provide identifiable recipients with special benefits or privileges should be financially self-sustaining to the extent possible, there are a number of shortcomings which will have to be adjusted.

Recommendations: If the disaster payment program is retained, the Congress should reconsider the program's authorizing legislation in light of inconsistencies in program coverage, eligibility requirements, payment rates, and yield definitions. If the proposed legislation is to be enacted, the Congress should consider authorizing the Federal Crop Insurance Corporation to develop and implement a plan for providing insurance coverage where uncontrollable conditions prevent producers from planting their crops and authorizing lower-than-full-cost premium rates limited to those cases in which producers might otherwise have to pay prohibitively high rates. In any event, the Congress should consider adopting those portions of the proposed legislation which would make it easier for the Federal Crop Insurance Corporation to start a reinsurance program; revise the way in which the Corporation's administrative and operating activities are funded, and otherwise bring the Corporation's law up to date. (Author/SC)

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U.S. Agricultural Policy. November 23, 1976. 17 pp.

Report prepared by the Food and Agricultural Section, Environment and Natural Resources Policy Division, Congressional Research Service

Organization Concerned: Department of Agriculture.

Authority: Federal Food Marketing Appraisal Act; H.R. 11998 (95th Cong.). Consumer Food Act of 1976; S. 641 (94th Cong.). Federal Food, Drug, and Cosmetic Act. Agricultural and Consumer Protection Act of 1973. Sugar Act of 1948. Agricultural Act of 1949. P.L. [83]-480.

Widespread drought in the early 1970's produced extraordinary demand for U.S. grains and reduced stocks to their lowest levels in a quarter century. Grain reserves were sharply reduced by a surge of agricultural exports which more than doubled in 1972-74. The Administration reduced the government's role in agriculture, and Congress passed the 1973 Agriculture and Consumer Protection Act which was regarded as a major step toward returning U.S. agriculture to a market-oriented economy. The benefits of high farm incomes generated by the stock draw-down have been dampened by increased production and by increased costs, raising questions as to the adequacy of present income protection levels for farmers. A national system of food reserves raises the question of whether the supply assurance outweighs its effect on farm commodity prices. Technology and institutional changes in agriculture have given rise to questions concerning the definition and role of the family farm in agriculture, associated concerns for rural development, increased corporate involvement in farming, and the future production capacity of American agriculture. A relatively new area of activity in farm and food policy areas is the concern generated by the interests of consumers. Consumer economics, food safety, and nutrition have in recent years become subjects addressed by Congress and private groups. (Author/SW)

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Food and Agriculture Policy Options. February 1977. 83 pp.

Report by Ken Deavers; Jim Vertrees; Alan Walter; Robert Gordon. Prepared by the Congressional Budget Office.

Organization Concerned: Department of Agriculture; Commodity Credit Corp.; Federal Crop Insurance Corp.
Authority: Agricultural Trade Development and Assistance Act of 1954 (P.L. [83]-480) Agriculture and Consumer Protection Act of 1973. Rice Production Act of 1975. Food Stamp Act of 1964. Emergency Farm Act of 1975 H.R. 12808 (95th Cong.).

In early 1977, the Congress must make major decisions about the basic agricultural legislation which expires at the end of crop year 1977. During most of the past 40 years, the capability of American agriculture to produce exceeded demand at prices that assured adequate returns to the committed resources. The threat of surplus stocks, depressed farm prices, and higher program costs remains real. Events of recent years have significantly reduced the costs of government price support programs, estimated at about \$1.8 billion annually for fiscal year 1977. Recent farm income gains were obtained partly through a dramatic surge in U.S. agricultural exports. These gains have not been uniformly distributed among farmers, livestock producers were severely hurt by rising feed costs and falling livestock prices, and gains have been concentrated among the larger producers. Another effect of recent high grain prices (and incomes) has been a significant rise in farm real estate values. Rising food prices have accounted for a sizeable share of overall inflation and have contributed to higher wages. From the 1930s until the early 1960s, the primary mechanisms used to support farm prices were commodity loan programs. Direct payments to farmers became a major tool of commodity policy in the 1960s, though the commodity loan programs also remained in place. Market prices of wheat, feedgrains, and cotton have been well above target prices and loan rates. Therefore, there have been no deficiency payments for these commodities, nor have any government stocks been acquired. Disaster payments protecting farmers from natural hazards provide fee insurance to eligible wheat, feedgrains, cotton, and rice producers if planting is prevented or yields are low. (SW)

174

Summary of GAO Reports Issued Since 1973 Pertaining to Farm Bill Legislation. CED-77-39; B-188064. March 3, 1977. 83 pp.
Report to Sen. John Sparkman, Chairman, Senate Committee on Foreign Relations; Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture and Forestry; Rep. Thomas S. Foley, Chairman, House Committee on Agriculture; Rep. Clement J. Zablocki, Chairman, House Committee on International Relations; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare; Department of State; Environmental Protection Agency.

Congressional Relevance: House Committee on Agriculture; House Committee on International Relations; Senate Committee on Agriculture and Forestry; Senate Committee on Foreign Relations.
Authority: Agriculture and Consumer Protection Act of 1973; Farm Bill (P.L. 84-480). Sugar Act Rural Development Act of 1972, title V.

There were 22 GAO reports issued on farm and commodity topics since 1973, including export and import regulation of grains, sugar and dairy products; the Commodity Credit Corporation; commodity shortages, distribution, and forecasting; protection from pesticide hazards; agricultural research; bee keeping indemnity payment program; and meat marketing, inspection and bacteria control. The disaster assistance report was on alleviating agricultural producers' crop losses. Information concerning the reports of a possible wheat shortage, and grain reserves as a policy tool were the topics on grain reserves. Food aid and foreign agricultural development reports dealt with economic and food assistance to developing countries, increasing world food supplies, world population control and food, international relief agency, U.S. participation in international organizations, U.S. agricultural attache overseas, and incentives and disincentives to agricultural production in foreign countries. Assessment of the

National Grain Inspection System pointed out the weaknesses in the system. Rural development reports concerned the impact of Federal programs on rural development, the problems of small farmers, regulations of the Rural Development Act programs, Farmers Home Administration, and the impact of the 1977 Presidential budget. The food stamps reports dealt with identifying the various recipient groups of food stamps, U.S. nutritional health, varying rates, and operation of the food stamps programs (SS)

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Food and Agriculture Issues for Planning. CED-77-61. April 22, 1977. 40 pp. + appendices (11 pp.).
Staff study by Henry Eschwege, Director, Community and Economic Development Div.

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture and Forestry.

Authority: Fair Packaging and Labeling Act of 1966. Food, Drug and Cosmetic Act of 1938. P.L. 480

Food and agricultural issues facing the Congress and the Nation are identified, and each of these issues are tied into a series of "food system goals" which could represent a principal element of a national food policy. Important issues related to the goal of assuring safe, nutritious food for all segments of the population are: evaluating the effectiveness of Federal efforts to establish and promote nutritional standards; evaluating the effectiveness of grain inspection and commodity grading programs; and evaluating the effectiveness of federally-assisted domestic feeding programs for school children and the poor. Issues important to the goal of assuring that the economic strength of the food system is maintained include assessments of the effects of Government programs on the future cost and availability of resources to sustain high levels of food production; and the costs and benefits of Federal and State regulations that affect the efficiency of food marketing. The following issues are important to the goal of fulfilling the Nation's commitment to help meet world food demand through humanitarian measures and commercial export: evaluation of Federal programs designed to reduce malnutrition in developing countries, and evaluation of the effectiveness of Federal efforts to maintain strong agricultural export sales. Issues related to developing and coordinating national and international food policies are: analysis of the Federal food policy decisionmaking structure, and evaluation of options for implementing a system of domestic food reserves. (RRS)

176

The President's Budget for Fiscal Year 1977 and Its Implications for Rural Development. OPA-76-42. May 5, 1977. 9 pp.
Staff study.

Organization Concerned: Farmers Home Administration; Environmental Protection Agency; Economic Development Administration; Department of Housing and Urban Development; Appalachian Regional Commission.

Authority: Housing and Community Development Act of 1974, § 101 (P.L. 93-383). Rural Development Act of 1972. Federal Water Pollution Control Act. Emergency Livestock Credit Act of 1974. Housing Act of 1949.

The Department of Housing and Urban Development (HUD) is the agency budgeted to provide the largest amount of community development funding in funding year (FY) 1977. For FY 1977, the President's budget requests that no budget authority be provided to the United States Department of Agriculture (USDA) for water and

waste disposal grants to rural areas due to substantial funding provided in 1976, an amount sufficient to finance the program for 2 years. Construction grants for waste treatment and sewer lines are included in the Natural Resources, Environment, and Energy function of the Budget. Although 86% of the projects go to nonmetropolitan areas, these communities receive only 39% of the funds. The Area and Regional Development portion of the budget covers a major segment of rural development funding; it was 21.8% in FY 1967 as compared to the proposed 24.1% in FY 1977. Farmers Home Administration grants for rural development and fire protection would be terminated in FY 1977. Virtually all of the funds for Public Works and Business Development goes to nonmetropolitan areas, about 76% in FY 1975, and most of the Area Development (non-highway) funds of the Appalachian Regional Commission are distributed to nonmetropolitan or rural areas. There will be a reduction from 1967 to 1977 in the number of farm ownership and operating loans under the Farmers Home Administration's Agricultural Credit Insurance Fund. (SW)

177

Food and Agriculture Models for Policy Analysis. CED-77-87. July 13, 1977. 36 pp. + 6 appendices (28 pp.).
Staff study by Henry Eschwege, Director, Community and Economic Development Div.

Organization Concerned: Department of Agriculture.

Congressional Relevance: House Committee on Agriculture; Senate Committee on Agriculture and Forestry.

In recent years, a large number of computer-based models have been developed to help the agricultural community analyze trends, identify problems, and evaluate policy alternatives. Over 50 models with potential for food and agricultural issue analysis were identified. These models vary by scope, size, methodology, and issues covered. They can be viewed as a hierarchical set of analytical tools which can be used to address several levels of problems, such as local issues of a specific crop, regional issues involving several farm inputs, national issues integrating nutrition with production policies, or global problems addressing population, wealth, and food. Many of the models identified are single or multicrop models and are usually confined to a particular region of the world. Other models are designed to aid understanding of specific policies or issues such as grain reserve costs under varying conditions. Still others are highly aggregated, treating the agriculture as a whole, and are intended to predict general levels of activity over the short run. A smaller number of large-scale models exist that are not limited to any particular time frame and, in some cases, are actually a series of interacting submodels combining agricultural and nonagricultural issues. These models attempt to portray the total food system, including key factors, such as demography, environment, and pollution, that influence the system. (Author/SC)

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The Need for a National Ocean Program and Plan. GGD-75-97; B-145099. October 10, 1977. 33 pp. + 13 appendices (42 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Atomic Energy Commission; Department of Commerce; Department of Transportation; Department of Defense; Department of Health, Education, and Welfare; Department of State; Department of the Interior; Environmental Protection Agency; National Aeronautics and Space Administration; National Science Foundation; Smithsonian Institution

Congressional Relevance: Congress.

Authority: Marine Resources and Engineering Development Act of 1966 (33 U.S.C. 1101) P.L. 92-125, S. Res. 222 (93rd Cong.).

The United States has no comprehensive national ocean program. Federal marine science and other oceanic activities are conducted by 21 organizations in 6 departments and 5 agencies. Necessarily, many of the activities of these organizations are closely related. **Findings/Conclusions:** One effort to achieve coordination was the creation of the Interagency Committee on Marine Science and Engineering which provided the forum for an interagency exchange of information. The Committee, however, does not have responsibility or authority to determine what programs should be undertaken, establish priorities, or decide the amount of resources. Another effort to achieve coordination was the provision for bilateral and multilateral agreements among agencies covering specific areas of mutual interest. The National Advisory Committee on Oceans and Atmosphere is responsible for reporting annually to the President and the Congress on its overall assessment of the status of the Nation's marine and atmospheric activities. It has no authority to see that recommendations are implemented and plays no role in coordinating agency programs or establishing priorities. There is a need for an effective national ocean program and plan and an evaluation of the extent that agencies effectively promote national objectives. (Author/SW)

PROCUREMENT AND SPECIFICATIONS

179

Progress of Executive Branch Action on Recommendations of the Commission on Government Procurement. September 19, 1973. 16 pp. + appendix (25 pp.).
Report to Rep. Chet Holifield, Chairman, House Committee on Government Operations; by Elmer B. Staats, Comptroller General.

Organization Concerned: General Services Administration; Office of Management and Budget; Executive Office of the President; Commission on Government Procurement.

Congressional Relevance: House Committee on Government Operations.

Authority: 10 U.S.C. 2202. H.R. 9050 (93rd Cong.). H.R. 9061 (93rd Cong.). H.R. 9062 (93rd Cong.).

An earlier report described the executive branch plan for action on recommendations of the Commission on Government Procurement, initial steps taken to provide a management structure for Governmentwide procurement policy, and matters for agency congressional consideration. **Findings/Conclusions:** The executive branch structure for Governmentwide direction of procurement policy is still developing, and responsibilities for parts of the management structure and their interactions have not been clearly identified. The executive branch program to act on Commission recommendations is quite complex and includes 73 lead agency task groups and 330 participating agency assignments in support of 14 lead agencies. Following congressional hearings, the General Services Administration (GSA) doubled its staffing of the Office of Procurement Management, appointed an acting director, and furnished additional guidance to the 14 lead agencies. A few lead agency positions have been submitted to GSA; first drafts have been completed on about 40 of the recommendations, but work on about 100 has not reached the first draft stage. **Recommendations:** Matters for agency or congressional consideration concern the need to: set priorities on recommendations, strengthen monitoring of lead agency assignments, arrange for industry participation, and give management attention where limited progress has been made. Congress should take early action to authorize and direct the President to establish an Office of Federal Procurement Policy either in the Office of Management and Budget or elsewhere within the Executive Office of the President. (Author/HTW)

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Recommendations of the Commission on Government Procurement: Executive Branch Progress and Status. B-160725. January 31, 1974. 26 pp + appendix (25 pp).
Report to Rep. Chet Holifield, Chairman, House Committee on Government Operations; by Elmer B. Staats, Comptroller General.

Organization Concerned: Commission on Government Procurement

Congressional Relevance: House Committee on Government Operations.

Authority: H.R. 9059 (93rd Cong.). H.R. 9061 (93rd Cong.). H.R. 9062 (93rd Cong.). S. 2510 (93rd Cong.).

Executive branch actions on recommendations of the congressionally created Commission on Government Procurement were monitored. *Findings/Conclusions:* The task groups charged with proposing policy positions and implementing actions have presented submissions for executive branch review on 79 of the 149 Commission recommendations (as opposed to 3 at mid-August 1973). Proposed actions on about 25 of these recommendations are being coordinated with the heads of individual agencies and three are being coordinated with the private sector. Action is complete on one recommendation. Completing a program of this nature, size, and complexity is likely to require at least several years of effort. Influences affecting program completion are: the program is basically a part-time effort; the executive branch review and coordination steps are extensive and time consuming, and recycling of many recommendations is required; an overall plan setting forth priorities and completion dates for final executive branch action has yet to be established; and a legislative program involving almost half the recommendations has yet to be developed and coordinated. *Recommendations:* The Office of the Management and the Budget and the General Services Administration should: establish criteria and assign priorities for higher levels of effort to actions on Commission recommendations; develop completion dates on final executive branch policy positions and implementing actions; and expedite establishment of legislative program and coordination with appropriate congressional committees. The House and Senate Committee on Government Operations should provide executive and congressional coordination on legislative priorities on Commission recommendations and should request the executive branch to coordinate periodically the principal objectives to be accomplished on Commission recommendations including their completion dates. (SW)

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[Decision of the Air Force to Contract for Food Service Operations at Lackland Air Force Base]. LCD-74-407; B-180966. October 4, 1974. 4 pp.
Report to Rep. Henry B. Gonzalez; by Robert F. Keller, Deputy Comptroller General.

Organization Concerned: Department of the Air Force: Lackland AFB, TX.

Congressional Relevance: Rep. Henry B. Gonzalez.

Authority: Service Contract Act of 1965 (P.L. 98-286). DOD Instruction 4100.33. OMB Circular No. A-76.

The Department of the Air Force decided to contract for food service operations at Lackland Air Force Base because a review of food services operations by the Air Training Command showed that the Air Force could save about \$2.8 million over a 3-year period by contracting for the services instead of using civilian personnel. The food services at Lackland include preparing food for and operating 15 dining halls, operating a central meat plant, and performing related services. About 15 million meals were served in 1973. *Findings/Conclusions:* A review of the basis for the savings the Air Force estimated, including the procedures, rationale, and assumptions used

in computing costs under each method, showed that generally the Training Command's review was acceptable and that its estimate of savings by contracting for the food services was realistic. Savings under the contract method are due primarily to the contractor's lower wage rates and fewer employee fringe benefits. Data available on 150 of the 164 civilians employed in the food service operation during 1973 indicated that 92 would transfer to lower-grade civil service positions at Lackland, 36 would transfer to other Government agencies, 19 would retire, and 3 would resign. The layoffs were treated as a reduction-in-force action, entitling affected employees to the save-pay provision of the Federal Wage System. (SC)

182

[Defense Supply Agency's Policy for Purchasing Potatoes]. LCD-75-417; B-181459. December 16, 1974. 4 pp.
Report to Rep. Otis Pike; by Elmer B. Staats, Comptroller General.

Organization Concerned: Defense Supply Agency.

Congressional Relevance: Rep. Otis Pike.

The Defense Supply Agency uses the sight-buying technique, visual inspection before purchase of produce in the field or in storage, to purchase potatoes. For several years the New York region purchased Maine potatoes principally from brokers or dealers at the New York Harlem River railroad yard and purchased Long Island potatoes and potatoes grown in other areas principally from growers in those areas. However, because Maine potato growers were making more shipments by truck, fewer potatoes were available at the rail yard in New York. Therefore, in October 1973 the Defense Personnel Support Center, which purchases food for the military under Agency policies, directed the New York region to investigate the feasibility of sight-buying potatoes directly from its growers and shippers in Maine. In November 1973, the region sent a buyer to Maine to solicit bids and inspect the potatoes offered. *Findings/Conclusions:* It has previously been recommended that the Agency consider developing tighter specifications which could be used to describe the required produce to all interested suppliers instead of continuing to use sight buying. Department of Agriculture officials agree that tighter specifications can be developed. Review of potato purchases made through the New York region for two 1-week periods showed that the region saved \$702 by purchasing from Maine growers instead of Long Island vendors. The savings realized may be only part of the total monetary benefit since competition between Maine and New York dealers may have caused both to submit lower bids than they would otherwise have submitted. The cost of sending a purchasing agent to Maine to solicit bids and inspect potatoes is about \$316 a week. (SC)

183

Methods of Purchasing Food for the Military Services Are Costly and Inefficient. LCD-74-430; B-146700. January 14, 1975. 22 pp. + 2 appendices (4 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Defense.

Congressional Relevance: Congress.

Authority: DOD Directive 7420.1.

The Department of Defense (DOD) food purchasing agency is unable to respond effectively to variable market conditions. Its inability to depart from rigid specifications quickly results in higher costs and quite frequently in shortages of required items. *Findings/Conclusions:* A large part of the food required by the military services is purchased centrally by the Defense Personnel Support Center of the Defense Supply Agency. The Center, in turn, sells the food, at cost, to the military services. During fiscal year 1973, the Center

reported sales of \$536 million for troop feeding and \$310 million to the resale commissary stores. *Recommendations:* The Secretary of Defense should improve the Center's ability to respond to the changing market conditions; segregate costs applicable to the resale and troop-support functions at the wholesale level, and revise DOD Directive 7420 1 and affected subordinate regulations and procedures so that the domestic part of transportation costs of resale subsistence items is paid by the commissary patron. The Congress should question DOD about the rationale for its continued adherence to rigid food specifications. The Appropriations Committees should question DOD's practice of using appropriated funds to pay the domestic cost of transporting items to overseas commissaries which is contrary to the appropriation acts. (Author/SC)

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[*Decision to Change Beef Grades Used to Feed Military Troops*]. LCD-75-428, B-167689. March 19, 1975. 7 pp.
Report to Sen. Vance Hartke; by Robert F. Keller, Deputy Comptroller General.

Organization Concerned: Department of Defense
Congressional Relevance: Sen. Vance Hartke

The Department of Defense's (DOD) decision to buy Choice rather than Good beef for troop feeding was questionable because an individual's like or dislike for meat has been shown through scientific tests to be influenced by factors other than grade. These findings and the \$14 million increase in costs to buy Choice beef indicate a need for reevaluation. *Findings/Conclusions:* DOD switched to Choice beef for troop feeding to give troops the same quality of beef eaten by the majority of the American public, to reduce complaints of poor quality meat products, and to lessen the probability that DOD would receive low quality beef as a result of its competitive bid procedures. DOD also said that the price difference of only \$0.055 to \$0.0675 a pound between Good and Choice was a factor. However, this price difference applied to carcasses; the difference in costs for the processed cuts for troop feeding ranged from \$0.25 to \$0.40 a pound. About 65% of the servicemen surveyed after the change in beef grades noticed no improvement in the quality of the meat served. About 50% of the military food preparers surveyed thought that the Choice beef was better than the Good beef. Both this survey and other consumer surveys indicated that the difference between Good and Choice beef has little influence on consumer acceptance. Atmosphere, food preparation methods, and quantity served have as much or more influence. *Recommendations:* The Secretary of Defense should reconsider the decision to purchase Choice instead of Good beef. (SC)

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Information on Commissary Store Operations. FPCD-75-132; B-146875. March 19, 1975. 42 pp. + 5 appendices (7 pp.).
Report to Rep. George H. Mahon, Chairman, House Committee on Appropriations; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Defense.
Congressional Relevance: House Committee on Appropriations.

Appropriated operation and maintenance funds for commissary operations in the Department of Defense have increased from \$135.3 million in 1970 to \$226.9 million in 1974. Much of the increase was used to induce military reenlistments by extending commissary operating hours, increasing merchandise lines, and renovating, expanding, or replacing stores. Sales increased from \$1.7 billion in fiscal year 1970 to \$2.5 billion in 1974. *Findings/Conclusions:* Duplication of management functions has occurred within the Air Force and the Army and among all the services since DOD has allowed each ser-

vice to establish the organizational structure which it considers best adapted to its requirements. The extension of hours of operation of commissaries has not appreciably affected decisions by individuals to enlist or reenlist. The services differ with respect to the percentage of surcharge and markup, the methods for adjusting shelf prices, and how fractions are rounded, but the criteria prescribed by the respective services were being followed at the commissaries visited. Substantial expenses required to be paid from commissary revenues were paid instead from appropriated and revolving stock funds, although the Navy pays more of its operating expenses from revenues than do the other services. Although commissaries are not necessary in large metropolitan areas, the services have justified the continued operation of commissaries on the basis of unreasonable commercial prices and inconvenience of commercial stores. (SC)

186

Cost Comparisons at Patrick Air Force Base to Determine whether Food Service Should Be Provided by In-House Civilians or Contractors. LCD-75-438, B-182672. May 8, 1975. 4 pp.
Report to Rep. Lou Frey, Jr.; by Fred J. Shafer, Director, Logistics and Communications Div.

Organization Concerned: Department of Air Force: Patrick AFB, FL, Worldwide Services, Inc.
Congressional Relevance: Rep. Lou Frey, Jr.
Authority: Service Contract Act of 1965 (P.L. 89-286). DOD Instruction 4100.33 OMB Circular A-76

According to regulations, the operation of commercial or industrial activities must be reviewed periodically to determine whether private enterprise or use of Government personnel is the least costly method. Therefore, in October 1974, Patrick Air Force Base and several other installations were instructed to make cost comparisons to determine whether food service should be provided by inhouse civilians or by contractors. *Findings/Conclusions:* The cost study completed at Patrick Air Force Base showed that the Air Force could save about \$418,000 over 3 years by contracting for food service instead of using inhouse civilian personnel and, as a result, a contract was awarded. A review of the cost comparison and the basis for the expected savings showed that estimates were generally reasonable, accurate, and based on the best available data. About 94% of the cost estimate for inhouse civilian food service represented the wages of the civilians, which were higher than the contractor's estimated wages. The decision to contract for food service has resulted in a reduction in force, with 12 employees to be reassigned at the same grade, 11 to be changed to a lower grade, and 32 to be separated. (Author/HTW)

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The Military Commissary Store: Its Justification and Role in Today's Military Environment. FPCD-75-88; B-146875. May 21, 1975. 13 pp. + 3 appendices (6 pp.).
Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Defense.
Congressional Relevance: Congress.
Authority: DOD Directive 1330.17.

Commissary stores were authorized by the Congress in the 19th century to provide a convenient means for servicemen at isolated stations to purchase food and necessities. A 1949 regulation stated that commissaries would not be authorized where conveniently located commercial facilities were available selling merchandise at reasonable prices. In each year since 1953, Congress has required certification of the need for commissaries. During fiscal year 1974, the services operated 279 commissaries in the United States with

sales totaling \$2.2 billion, and \$226 million was used to subsidize them. **Findings/Conclusions:** Commissary stores are not justified at military installations in metropolitan areas of the United States because enough commercial stores selling merchandise at reasonable prices are available. Criteria on which certification has been based have not changed and no commissary has been closed because of failure to meet criteria. Service officials contended that the commissary privilege has become ingrained as an economic benefit, its loss would adversely affect personnel recruiting and retention, and it is a moral commitment to military retirees. There is no law to provide a specific basis for establishment or discontinuance of commissaries. Courses of action available to Congress are: close the commissary stores; allow the Department of Defense (DOD) to continue using current criteria; allow DOD to continue justifying the stores only in remote areas; authorize the stores as a fringe benefit; or authorize them to operate on a self-sustaining basis. **Recommendations:** The basis of action chosen by the Congress should be clearly set out in public law. (Author/HTW)

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[*Proposal to Use Military Rather than Civilian Field Buyers to Procure Fruits and Vegetables*]. FPCD-75-157; B-146856. June 23, 1975. 3 pp.

Report to Rep. Fortney H. Stark, Jr.; by Robert F. Keller, Acting Comptroller General.

Organization Concerned: Department of Defense; Department of Defense: Defense Subsistence Region-Alameda.

Congressional Relevance: Rep. Fortney H. Stark, Jr.

In response to a constituent's proposal that military personnel replace civilian field buyers in procuring fresh fruits and vegetables for the Department of Defense (DOD), a determination was made of costs involved and the feasibility of using military personnel.

Findings/Conclusions: Based on information provided by the constituent and a review of the field buying function at the Defense Subsistence Region-Alameda, it was concluded that the proposal was not practical. The constituent made several erroneous assumptions and thus overstated field buying costs. The estimate by the constituent for annual buyer costs for all regions was \$850,000 compared to GAO's estimate of \$315,840. Some factors contributing to the difference in estimates were: GAO included only transportation to and from growing areas; and the constituent assumed that there were 24 field buyers on temporary duty nationwide, whereas only 12 were assigned to regional headquarters. The functions of a field buyer could not easily be handled by military personnel because: they are not qualified for the duties; rotation of personnel would require continual retraining; and officers rather than enlisted personnel would be required. Additional resources would be required for the services to assume these functions so that any cost savings would be significantly reduced. (HTW)

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Procurement of Beef by the Department of Defense: Are We Getting Our Money's Worth? PSAD-76-142; B-146700. May 25, 1976. 24 pp. + 4 appendices (10 pp.).

Report to Sen. Lawton Chiles, Chairman, Senate Committee on Government Operations: Federal Spending Practices, Efficiency and Open Government Subcommittee; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Defense.

Congressional Relevance: Senate Committee on Government Operations: Federal Spending Practices, Efficiency and Open Government Subcommittee.

Improvement is needed in the Department of Defense's (DOD's) procurement of beef for feeding military personnel. Department specifications for beef are costly, complex, and possibly more stringent than required to meet the needs of the military services. As a consequence, only a limited number of meat processors are willing or able to sell beef to DOD. **Findings/Conclusions:** In fiscal year 1975, much of the beef accepted from contractors did not meet the specifications. Department inspections made in contractors' plants have not insured that the beef delivered meets specifications. The principal cause was a lack of sufficiently trained and experienced inspection personnel. Problems in DOD's beef procurement system and the results of a special inspection by the Defense Supply Agency show that the military services did not receive the choice quality beef that DOD specifications required. **Recommendations:** The Secretary of Defense should improve the procedures and practices followed in awarding and administering beef contracts in order to: obtain more effective competition, lower administrative costs through reduction of procurement actions, and obtain meat of adequate quality at reasonable cost. The Secretary should also reappraise the policy of using special military beef specifications when alternative institutional meat purchase specifications exist which are accepted by meat processors, institutional customers, grocery stores and Government agencies. (Author/SC)

190

Executive Branch Action on Recommendations of the Commission on Government Procurement: Progress Status, Responsiveness. B-160725. July 31, 1977. 73 pp.

Report to Rep. Chet Holifield, Chairman, House Committee on Government Operations; by Elmer B. Staats, Comptroller General.

Organization Concerned: Commission on Government Procurement.

Congressional Relevance: House Committee on Government Operations.

Authority: H.R. 9059 (93rd Cong.). S. 2510 (93rd Cong.).

The Commission of Government Procurement has made 149 recommendations directed at improving and coordinating the procurement policies and procedures of the many Government agencies and executive departments. Executive branch progress in accepting and implementing these recommendations has been significant in the past 6 months. **Findings/Conclusions:** The overall status of the 149 Commission recommendations at the time of this report was: executive branch positions have been established on 40 of the recommendations; proposed positions are under consideration at the executive branch level on 83 of them; and interagency task group efforts are still in progress with regard to 26 of the recommendations. At July 1, 1974, the executive branch had begun implementation action on 25 Commission recommendations and had completed implementation of 3 others. **Recommendations:** The Director of the Office of Management and Budget should insure: sufficient staff support to handle the implementation impact; establishment of relative priorities and completion dates for implementing actions; evaluation and approval of the effectiveness of proposed implementing actions; and development of a legislative priority program for coordination with appropriate congressional committees. (SC)

FINANCIAL AUDITING

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[*Controls over Data Processing of the Commodity Credit Corporation's Grain Inventory*]. November 23, 1973. 5 pp.

Report to Kenneth E. Frick, Executive Vice President, Commodity Credit Corp.; by Richard J. Woods, Assistant Director, Resources and Economic Development Div.

Organization Concerned: Department of Agriculture: Computer Center, Kansas City, MO; Agricultural Stabilization and Conservation Service.

In connection with a financial audit of the Commodity Credit Corporation, controls were surveyed over the processing of data on the Corporation's grain inventory through the Department of Agriculture's automated data processing (ADP) system at Kansas City, Missouri. **Findings/Conclusions:** Generally, the controls built or programmed into the Kansas City computer system were adequate. Management controls over certain manual aspects of the system, however, needed to be strengthened to increase their efficiency and effectiveness and to minimize the possibility of improper manipulation of information. Better controls were needed to provide for current documentation of revisions and timely updating of the basic computer tapes, restricted access to computer data and instructions, and greater security of backup data files. **Recommendations:** Program revisions should be integrated into basic computer tapes at reasonable intervals and supporting documentation should be systematically maintained. In order to strengthen internal control, access by programmers to the control decks of punched cards maintained by the Kansas City Data Systems Field Office should be restricted. To improve the security of data and related programs, arrangements should be made with the Director of the Office of Information Systems to have the necessary files stored where they would not be susceptible to damage, destruction, or to a period of inaccessibility incidental to damage to or destruction of the computer facility and adjacent areas. (Author/SW)

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Audit of Federal Crop Insurance Corporation for Fiscal Year 1973. B-114834. January 8, 1974. 18 pp. + appendix (1 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Federal Crop Insurance Corp.

Congressional Relevance: Congress.

Authority: Federal Crop Insurance Act (7 U.S.C. 1501). 86 Stat. 599.

The Federal Crop Insurance Corporation provides crop insurance and the research and experience needed to develop this insurance. It insures against practically all causes of crop loss, including weather, insect infestation, and plant disease. **Findings/Conclusions:** The financial statements of The Federal Crop Insurance Corporation presented fairly the Corporation's financial position at June 30, 1973, and the results of its operations and changes in financial position for the year ended, in conformity with prescribed accounting standards. The Corporation reported a net operating gain of \$74,000 in fiscal year (FY) 1973, a net gain from insurance operations of about \$14.9 million, less operating and administrative expenses of about \$14.8 million. At June 30, 1973, the Corporation's capital was impaired by \$9.6 million, but the impairment improved significantly for the second consecutive year. In FY 1973 the impairment improved \$12.1 million due to a net gain from insurance program operations of \$14.9 million less a \$2.8 million payment from premium income for operating and administrative expenses. (Author/HTW)

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Audit of Commodity Credit Corporation, Fiscal Year 1973. B-114814. February 7, 1974. 42 pp. + appendix (2 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Commodity Credit Corp.; Agricultural Stabilization and Conservation Service

Congressional Relevance: Congress.

Authority: Commodity Credit Corporation Charter Act (15 U.S.C. 714). Agricultural Trade Development and Assistance Act of 1954 (P.L. [84] -480; 7 U.S.C. 1691). Agricultural Adjustment Act of 1938, as amended (7 U.S.C. 1358(a)). Cotton Research and Promotion Act (7 U.S.C. 2101). National Wool Act of 1954. Agricultural Act of 1970. P.L. 83-480. 87 Stat. 469. 87 Stat. 477. 7 U.S.C. 2119

The Government Corporation Control Act requires GAO to make an annual financial audit of the Commodity Credit Corporation. In view of the character and scope of the Corporation, particularly commodity inventories and loan collateral, it was not practicable to perform all the examination and verification steps needed to reach an independent, overall opinion concerning the accuracy and fairness of the financial statements. An opinion about whether the Corporation's financial statements presented fairly its financial position could not be expressed. **Findings/Conclusions:** The Corporation's accounting methods appeared to provide a generally satisfactory record of its financial transactions, and the financial reporting system generally was adequate to supply management with information for conducting its affairs. The Corporation reported a \$4.09 billion loss for fiscal year (FY) 1973, up \$637 million from its \$3.46 billion loss for FY 1972. Most of the loss for 1973 resulted from: (1) net direct payments of \$3.1 billion to producers for setting aside land from production of feed grains, cotton, and wheat during the 1972 crop year; (2) interest expense of \$370 million; and (3) export subsidies of \$349 million. The Corporation spent \$6.3 billion for price-support and related activities, \$5 billion of which was for price-support loans and direct payments to producers. Investment in commodity loans and inventories at June 30, 1973 was \$1.6 billion. The Corporation disbursed \$4.5 billion to exporters, vendors, and other nonfarmers during FY 1973. (Author/SW)

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Audit of Federal Crop Insurance Corporation Fiscal Year 1974. FOD-75-7; B-114834. January 20, 1975. 8 pp. + 7 enclosures (10 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General

Organization Concerned: Federal Crop Insurance Corp.

Congressional Relevance: Congress.

Authority: Federal Crop Insurance Act (7 U.S.C. 1501).

The financial statements of the Federal Crop Insurance Corporation for fiscal year 1974 present fairly the Corporation's financial position at June 30, 1974, and the results of its operations and the sources and applications of its funds for the year then ended, in conformity with the principles and standards of accounting prescribed by the Comptroller General of the United States. **Findings/Conclusions:** The Corporation reported that, for the first time in its history, coverage of insured crops exceeded \$1 billion. Premium income of \$47.5 million exceeded indemnity payments by \$19.1 million. Expenses totaled \$18.9 million, \$12 million of which was covered by fiscal year 1974 appropriated funds. Such appropriations now exceed \$200 million. The Corporation has a yearend capital surplus of \$2.7 million, compared with a \$9.6 million capital impairment at the beginning of the year. This is the first time since 1965 that the Corporation has been in a capital surplus position. (Author/SC)

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Examination of Financial Statement of Veterans Canteen Service for Fiscal Year 1974, FOD-75-6; B-114818. January 20, 1975. 8 pp. + enclosures (6 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Veterans Administration.

Congressional Relevance: Congress.

Authority: 38 U.S.C. 4204 (Supp. 111) 38 U.S.C. 4207.

GAO is required by law to audit annually the accounts of the Veterans Canteen Service of the Veterans Administration. *Findings/Conclusions:* During fiscal year 1974 the Canteen Service operated 171 canteens, one in each VA hospital and home located throughout the United States and in Puerto Rico. No canteens were closed during the year, and only two canteens were opened. Services were available to a daily average of about 88,000 hospitalized veterans, 10,000 veterans domiciled in VA homes, and about 37,000 veteran outpatients. In fiscal year 1974, canteen sales totaled \$84 million and food and beverage vending machine revenue totaled \$1.6 million. Net operating income was \$2.1 million, an increase of 44% over the previous year. Because of its mission, the Canteen Service maintains uniform retail prices at all canteens and cafeteria prices vary only slightly by location. This leads to losses at smaller canteens. In fiscal year 1974, 50 canteens operated at net losses totaling \$448,000. The financial statements present fairly the financial position of the Veterans Canteen Service at June 30, 1974, and the results of its operations and the changes in financial position for the year then ended. (Author/SW)

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[*Planned Procurements for the Earth Resources Technology Satellite Program*]. PSAD-75-51; B-179665. January 27, 1975. 5 pp.

Report to James C. Fletcher, Administrator, National Aeronautics and Space Administration; by Richard W. Gutmann, Director, Procurement and Systems Acquisitions Div.

Organization Concerned: Department of the Interior; Department of Agriculture; Department of Commerce.

The Departments of Agriculture, Commerce, and the Interior are planning procurements which should be avoided or deferred until the future of the Earth Resources Technical Satellite (ERTS) Program has been clearly established. *Recommendations:* In coordination with the Secretaries of Agriculture and the Interior, the National Aeronautics and Space Administration (NASA) should institute a system whereby the 13 investigators assigned to the Salt Lake City facility will be supplied data products from the Earth Resources Observation Systems (EROS) Data Center, thus allowing Agriculture to avoid the planned procurement of \$170,000 and eliminate the need to hire four additional personnel. In coordination with the Secretaries of Commerce and the Interior, NASA should study the economic and technical feasibility of assigning to the EROS Data Center investigators currently assigned to the Suitland National Oceanic and Atmospheric Administration facility. NASA should also assist the Department of the Interior in making arrangements to obtain the needed quick look data from Canada, thus deferring the \$1 million planned expenditure and critically review all planned actions related to the ERTS program which may cause unnecessary procurements by other agencies. (SC)

Food

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Audit of Commodity Credit Corporation, Fiscal Year 1974, RED-75-311; B-144824. February 3, 1975. 29 pp. + appendix (2 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General

Organization Concerned: Commodity Credit Corp.

Congressional Relevance: Congress

Authority: Commodity Credit Corporation Charter Act (15 U.S.C. 714), Agricultural Trade Development and Assistance Act of 1954 (P.L. [83]-480, 7 U.S.C. 1691).

The Government Corporation Control Act requires an annual audit of the Commodity Credit Corporation (CCC). In view of the character and scope of the CCC's operations—particularly commodity inventories and loan collateral—it was not practicable to perform all the examination and verification steps needed to reach an independent overall opinion concerning the accuracy and fairness of the Corporation's financial statements for the period ended June 30, 1974. However, CCC's accounting methods provided a generally satisfactory record of its financial transactions and its financial accounting system generally was adequate to supply management with information for conducting its affairs. *Findings/Conclusions:* CCC reported a \$2.76 billion loss for fiscal year 1974, down \$1.33 billion from its \$4.09 billion loss for fiscal year 1973. Most of the loss for 1974 resulted from direct payments to producers for setting aside land from production of feed grains, cotton, and wheat during the 1973 crop year and from interest expenses. In fiscal year 1974, CCC spent \$4.1 billion for price-support and related activities, most of which was for price-support loans and direct payments to producers. CCC's investment in commodity loans and inventories at June 30, 1974, was \$563 million, a decrease of \$1.1 billion during fiscal year 1974. CCC incurred costs of \$971 million for fiscal year 1974 for special activities authorized by various statutes and financed through special appropriations. (Author/SC)

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Mandatory Tax Withholding Recommended for Agricultural Employees, GGD-75-53; B-137762. March 26, 1975. 17 pp. + 3 appendices (5 pp.).

Report to Rep. Al Ullman, Chairman, Joint Committee on Internal Revenue Taxation; Sen. Russell B. Long, Vice Chairman; by Elmer B. Staats, Comptroller General.

Organization Concerned: Internal Revenue Service.

Congressional Relevance: Joint Committee on Internal Revenue Taxation. Sen. Russell B. Long.

Authority: Tax Reform Act of 1969 (P.L. 91-172), Internal Revenue Code of 1975, as amended.

Both the Internal Revenue Service (IRS) and agricultural employees faced significant problems related to the reporting of income and payment of taxes because of the situation in which agricultural employees did not pay taxes on a pay-as-you-earn basis. There was only limited use of the Internal Revenue Code provision for voluntary withholding of Federal income tax from agricultural wages.

Findings/Conclusions: In the four IRS districts reviewed, about 75% of the agricultural workers did not have income taxes withheld. Income tax records for agricultural employees showed that many of them were not filing income tax returns; were not reporting all or part of their agricultural wages; owed large (relative to their earnings) year-end Federal income tax payments; or were not paying tax due when filing their tax returns. Few agricultural employees required to do so filed a declaration of estimated income tax or made quarterly payments. Withholding Federal income taxes from agricultural wages would ease the problems of agricultural workers, lessen IRS collection problems, and reduce revenue loss resulting from unreported agricultural wages. *Recommendations:* The Joint Committee on Taxation should initiate legislation revising chapter 24 of the

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Internal Revenue Code of 1954, as amended, to include remuneration received as agricultural wages in the Federal income tax withholding system (SC)

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[*The Need for Daily Deposits of Alcohol and Tobacco Excise Tax Payments Made Directly to the District Internal Revenue Service Offices*]. GGD-75-112; B-137762 August 1, 1975. 2 pp.

Report to Rep. Al Ullman, Chairman, Joint Committee on Internal Revenue Taxation; by Elmer B. Staats, Comptroller General.

Organization Concerned: Internal Revenue Service.

Congressional Relevance: Joint Committee on Internal Revenue Taxation

Authority: 26 U.S.C. 5061. 26 U.S.C. 5703. Internal Revenue Code.

A review of alcohol and tobacco excise tax payments received by the district offices of the Internal Revenue Service (IRS) showed that deposits were not made on a timely basis. Investigations made at the San Francisco District Office showed that deposits of alcohol and tobacco excise tax payments were made to the Federal Reserve Bank about once a week rather than daily. *Findings/Conclusions:* Deposits were not made until there were from 70 to 100 items recorded on the certificates of deposit. Review of remittance data on six companies accounting for \$104,840,519.95, or 36% of the taxes deposited by the district director in San Francisco over a 9-month period showed that in no instance was a tax payment from any of these companies deposited on the date it was received. The deposit delays ranged from 1 to 9 days after receipt at the district office. The estimated additional borrowing cost to the Government because of the undeposited tax revenues from the six companies was about \$64,000 for the period reviewed. Corrective action has since been taken and deposits are now being made daily. IRS internal auditors reviewed the deposit practices at 14 other district offices and found that 7 of them were not making timely deposits. All district directors have been notified that existing guidelines prescribing daily preparation of certificates of deposit for alcohol and tobacco tax payments should be followed. (SC)

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[*Recommendation for the Elimination of Hazard Insurance Coverage on Grain for Which the Commodity Credit Corporation Pays Storage Charges*]. RED-76-12; B-114824. August 6, 1975. 3 pp.

Report to Richard E. Bell, President, Commodity Credit Corp.; by Henry Eschwege, Director, Resources and Economic Development Div.

The Commodity Credit Corporation (CCC) has reservations about CCC's assumption of the insurable risks on grain on which it pays storage charges. However, the principle of risk assumption by CCC is valid and offers an excellent opportunity to adopt a self-insurance policy. *Findings/Conclusions:* While CCC officials argued that elimination of the insurance requirements would have minimal effects on storage rates since the rates offered by warehouse operators would be competitive, all warehouse operators interviewed indicated the feasibility of a reduced storage rate to CCC if they did not have to insure CCC grain. The operators reported that they definitely would not pay insurance premiums on CCC grain if CCC did not require insurance protection. Not a single operator interviewed said that CCC's assumption of risks would be contrary to usual trade customs or would disrupt normal business practices as claimed by CCC officials. Although CCC claimed that assumption of the insurable risks would place an administrative burden on CCC, the elimination of the insurance requirement would present no procedural problem and CCC would incur only a nominal expense to inform

warehousemen on the status of warehouse receipts upon maturity of price-support loans. It would seem to be advantageous for CCC to assume risks at the present time when its grain inventory is low so that a substantial saving can be obtained with a minimum impact on the insurance and warehousing trades if its inventory should again accumulate to a large volume. *Recommendations:* The CCC should adopt a self-insurance policy on grain for which it pays storage charges at the earliest opportunity (SC)

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[*Disagreement about Cost Estimates regarding the Proposed Toxic Substances Control Act*]. OPA-76-12; B-109650 December 4, 1975. 8 pp.

Report to Sen. John V. Tunney; by Elmer B. Staats, Comptroller General.

Congressional Relevance: Sen. John V. Tunney.

Authority: Toxic Substances Control Act; S. 776 (94th Cong.).

A Manufacturing Chemists Association's (MCA) study on the economic impact of the proposed Toxic Substances Control Act overestimated the costs to industry. The cost estimates presented in the MCA study were significantly higher than those made by the Environmental Protection Agency (EPA) in its draft economic impact assessment of the proposed legislation. The basic issues were: estimates of the number of chemicals to be tested and the testing costs per chemical; the "maintenance of innovation" cost; the methods of data collection for the MCA report; and the economic impact estimates. Points of disagreement were discussed with representatives of MCA. *Findings/Conclusions:* There continues to be uncertainty about the cost estimates. MCA representatives were concerned that the legislation would require testing costs substantially greater in scope than those envisioned by EPA. The proposed legislation may need to include more specific requirements for later evaluation of the testing requirements and economic impacts of the act as a whole. A major source of overestimation of costs was the "maintenance of innovation" cost. Three objections to this cost were: (1) firms would not necessarily incur these extra costs; (2) even if these costs were incurred, they should not be counted as costs of the act; and (3) the costs did not appear to be estimated accurately by MCA. The economic impact estimates made by MCA, based on a "broad" econometric model, were at least twice as high as they should be. An accurate estimate of costs would yield estimates of price increases significantly lower than those of the MCA study. The act would have some effect upon the gross national product, but the MCA report greatly exaggerated that effect. (SW)

202

[*Financial Disclosure System for Employees of the Food and Drug Administration Needs Tightening*]. FPCD-76-21; B-103987; B-180228. January 19, 1976. 14 pp. + appendix (1 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

Organization Concerned: Department of Health, Education, and Welfare; Food and Drug Administration; Civil Service Commission

Congressional Relevance: Congress

Authority: 18 U.S.C. 208. 45 C.F.R. 73.735. Executive Order 11222

In regulating industry, the Food and Drug Administration (FDA) must be sure that its employees maintain the highest standards of ethical conduct. A review was conducted to determine the effectiveness of the agency's financial disclosure system and to examine the financial interests reported by employees. *Findings/Conclusions:* The review of financial disclosure statements filed in 1974 indicated that 134 employees owned interests prohibited by regulations. In addition, 203 regulatory employees had not filed financial disclosure

statements. FDA had not developed a policy on real estate holdings and, as a result, 50 employees owned farmland interests which had not been adequately reviewed to determine whether a real or potential conflict existed. The General Counsel, Department of Health, Education, and Welfare (HEW), had not promptly acted on several exception requests referred by FDA for review and consideration. FDA does not have adequate procedures to insure timely reviews of the statements. As a result, employees with prohibited interests retain such interests for a considerable period of time before being notified that they must divest of their interests. FDA had not followed up on divestiture requests to insure employee action. *Recommendations:* The Secretary of HEW should insure that the department takes timely action on employee requests to retain prohibited interests and consider having the internal audit agency periodically review the FDA financial disclosure system. The Secretary should direct the Commissioner of FDA to develop effective procedures for collecting employee statements; insure that all employee financial disclosure statements are reviewed within 60 days after they are filed; develop policies concerning employee property interests; develop procedures to insure certification of the review of the statements; develop followup procedures to insure prompt action on divestiture requests and on failures to comply with regulations; and provide guidelines to employees (SW)

203

Audit of the Food Service Contract with Marriott Corporation. GGD-77-10; B-166850. December 14, 1976. Released January 28, 1977. 4 pp.

Report to Rep. Lindy Boggs, Chairman, Joint Committee on Arrangements for Commemoration of the Bicentennial; by Robert F. Keller, Deputy Comptroller General.

Organization Concerned: Marriott Corp.

Congressional Relevance: Joint Committee on Arrangements for Commemoration of the Bicentennial.

The Marriott Corporation's records of the food service facility at the Congressional Visitors' Reception Area were audited. *Findings/Conclusions:* The income of the facility from April 1 to September 6, 1976, was \$121,382; the cost of sales was \$42,689, operating expenses were \$22,297, and other costs totaled \$152,908. The facility showed a net loss of \$130,611. Marriott's contract provided that Marriott could deduct from income: (1) the cost of equipment supplied plus installation and removal costs; (2) the cost of providing and installing asphalt; and (3) an amount equal to eight percent of sales for administrative overhead. The principal items included in other costs were site preparation, tent rentals, and depreciation of equipment. Marriott maintained a separate account in which the food service facility transactions for income and expense were recorded, and a weekly summary of income and expense transactions was generated. (RRS)

204

[Farmers Home Administration's Determination of the Value of the Government's Equity Transferred to the Agricultural Credit Insurance Fund]. RBD-75-345; B-114873. April 7, 1977. 5 pp.

Report to Secretary, Department of Agriculture; by Elmer B. Staats, Comptroller General.

Organization Concerned: Farmers Home Administration.

Authority: Consolidated Farm and Rural Development Act, § 309(g) (7 U.S.C. 1929(g)). Rural Development Act of 1972. Treasury Circular 966.

A review of the Farmers Home Administration's (FmHA) determination of the value of the Government's equity transferred in September 1972 from its Direct Loan Account and Emergency Credit Revolving Fund to the Agricultural Credit Insurance Fund indicated that, because of deficiencies in FmHA's accounting system, the amount may not be accurate. Following the transfer of assets and liabilities, the Direct Loan Account and the Revolving Fund were abolished. The Secretary of Agriculture is required to pay from the insurance fund into the Treasury interest on the value of the Government's equity transferred to the insurance fund at least once a year. *Findings/Conclusions:* Because the account and the revolving fund have been abolished and their assets and liabilities are now commingled with those of the insurance fund, the equity value on which interest should be computed cannot be determined. As a result, GAO cannot approve the Department's determination of the Government's equity on which the interest is computed. Because of these problems and because continuation of the present interest computation procedures may result in FmHA's eventually paying excessive and inequitable interest, FmHA has proposed that the Congress repeal the legislation requiring the payment. (SC)

APPENDIX SECTION

Appendix 1

Congressional Documents on Food

Citations in this appendix are extracted primarily from committee prints. Documents are included for fiscal years 1973 through 1977.

SAFE AND NUTRITIOUS FOOD

205

School Food Program Needs: State School Food Service Directors' Response; A Working Paper. 73-S582-5. September 1973. 79 pp

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the staff of the Select Committee on Nutrition and Human Needs, United States Senate.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Recent increases in the cost of food and labor which affect individual families across the Nation also affect food programs supported by the Federal Government. State Food Service Directors were sent a questionnaire to obtain information on this year's school food costs as compared with previous costs and the effect of these increases on the quality of and participation in the program. There are indications that more recent cost increases will result in somewhat higher estimates than those contained here. Responses from the States were as follows: the cost of producing a lunch (37 States) was a high of 80-85 cents, a low of 50 cents, and an average of 61.7 cents. The cost of producing a breakfast (33 States) was a high of 44-45 cents, a low of 10 cents, and an average of 30.6 cents. The increase in the cost of producing lunch over the last year was, for 4 States, less than 5 cents; for 16 States, 5-9 cents; for 12 States, 10-14 cents; and for 1 State, 20-24 cents. The increase in the price of lunch to students was no increase for 1 State; 5-10 cents for 30 States; over 10 cents for 1 State; and an unspecified increase for 6 States. For 12 States, the effects of not increasing reimbursement rates was to decrease participation in the School Lunch Program. (SW)

206

"Hunger 1973" and Press Reaction. 73-S582-6. November 1973. 26 pp. + appendices (92 pp.).

Report to the Senate Select Committee on Nutrition and Human Needs.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Federal food programs have expanded nearly threefold in the past several years and now reach about half of those in poverty. Poverty in America is measured by means of a "poverty line," which assumes that any family with a yearly income less than three times the cost of a minimal diet is poor. Therefore, by definition, to be "poor" is to be improperly nourished. Families that have yearly incomes below the poverty line do not have the resources to purchase an adequate diet, and it is these people to whom the food assistance programs are directed. Poverty levels in the inner cities, where the cost of living is higher and even full-time employment does not assure an escape from poverty, are higher than in other areas. A 1968 Citizens' Board of Inquiry Into Hunger and Malnutrition in the U.S. identified 280 "hunger" counties which had more than twice the national average of poor persons in addition to high infant mortality and poor participation in Federal food programs. This study provided impetus to

many State and local officials to improve and expand their food programs for the poor, resulting in a dramatic increase in family food program participation in the past five years. Yet the incidence of poverty and hunger have risen since 1969, and food assistance is minimal at best and still does not help about half of the poor. There are various regional differences with respect to the success of food programs; the most noteworthy are the progress made by the South as a whole and the failure of much of the Midwest to feed its poor. (DS)

207

To Save the Children: Nutritional Intervention through Supplemental Feeding. 74-S582-4. January 1974. 56 pp. + appendix (102 pp.).

Report to the Senate Select Committee on Nutrition and Human Needs.

Organization Concerned: Department of Health, Education, and Welfare; Department of Agriculture

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Questions have been raised about the Government's role in supplementing diets of mothers and infants at nutritional risk. Existing information demonstrates the benefits of good nutrition on physical health and indicates possible long-term benefits to mental development. The extent of malnutrition in the United States is not fully known, but there are indications that it is a serious problem and that the greatest problem is among new and expectant mothers with inadequate income and their young children. Programs dealing with this problem are the Supplemental Food Program, the Pilot Food Certificate Program, the WIC (Women, Infants, and Children) Program, and the Department of Health, Education, and Welfare's Maternal and Child Health Services. The progress of these programs was assessed, and nutritional assistance was found to be cost effective. Recommendations were made to: continue commodity authority for the Secretary of Agriculture, modify regulations, include consumer and nutrition education in projects, fund outreach programs, evaluate food delivery and medical systems, allow for greater flexibility, improve administration and guidelines, and integrate with other programs. (HTW)

208

National Nutrition Policy: The Food Industry, Its Resources and Activities in Food Production and Nutrition: A Working Paper. 74-S582-8. April 1974. 158 pp.

Report to Sen. George McGovern, Chairman, Senate Select Committee on Nutrition and Human Needs; by Cynthia B. Chapman, Congressional Research Service.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

The food industry, aside from being one of the most significant contributors to the U.S. economy, directly influences the health and well-being of the populace as it sets the parameters within which the consumer must select a dietary regimen. There has been growing criticism expressed over the food industry's alleged lack of responsibility in providing nutritionally sound food products and in promot-

ing nutritional awareness to the public and over just what the food industry's role should be. While the industry deserves at least a portion of the negative review it has received regarding risky additives and misleading advertising, it supports and promotes advancements on behalf of the consumer as well as or better than other industries. The structure and functions of the food industry are continually undergoing revision. The food industry is very competitive, and in addition to profit from sales, other constraints imposed on its activities are: industrial secrecy; technical problems of food safety, shelf life, and distribution; and lagging productivity. Federal and State governments have not been consistent in passing regulations which the food industry must follow in nutritional labeling. Relations between the food industry and governments are generally poor and reflect a dilemma concerning the regulatory responsibilities of each sector. Most food processors and retailers have found it in their interest to demonstrate advertising honesty in providing nutritionally sound and safe foods. The public must rely on industry integrity to provide an adequate, diverse, and safe supply of food; when this trust wavers, consumer reaction forces the industry to take corrective measures (DS)

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Guidelines for a National Nutrition Policy. 74-S582-9. May 1974. 7 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the National Nutrition Consortium, Inc.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

A national nutrition policy is needed to ensure that food will be available to provide an adequate diet at a reasonable cost for everyone. The goals of such a policy should be to: provide the diet, maintain food resources for emergencies, develop a level of sound public knowledge of nutrition, maintain a system of quality and safety control, and support research and education in foods and nutrition. These goals can be achieved by maintaining surveillance of the nutritional status of the population, developing programs to insure nutritional quality and health, disseminating better and more information on nutrition, and cooperating with other countries. Appropriate Federal agencies and boards should be established to plan and implement programs. (Author/SS)

210

National Nutrition Policy: National Nutrition Policy Experiences. 74-S582-11. May 1974. 101 pp.

Report to the Senate Select Committee on Nutrition and Human Needs; by Freeman H. Quimby; Cynthia B. Chapman.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Papers dealing with contemporary issues in food and nutrition are divided into two main categories: international nutrition policies and U.S. nutrition policies. Papers in the section on international nutrition policies cover: program planning, criteria for success in nutrition programs, neglect of nutrition, and economics as an aid to nutrition change. Papers in the section on U.S. policies involve: nutrition in comprehensive health care, national nutrition policy, multidisciplinary manpower, patterns of food consumption, and findings of the 1971-72 Health and Nutrition Examination Survey. (SS)

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211

National Nutrition Policy: Nutrition and Food Availability, A Working Paper. 74-S582-14. May 1974. 69 pp.

Report to the Senate Select Committee on Nutrition and Human Needs; by Freeman H. Quimby; Cynthia B. Chapman, Congressional Research Service.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

In light of the increasing concern over the issues of both nutrition and food availability, seven articles dealing with the subjects are presented: "The Changing Food Market—Nutrition in a Revolution," "Food-Related Energy Requirements," "The New Food Chain," "Energy Use in the U.S. Food System," "The Plough, Harrow and Harvester Hold the Key to This Year's Inflation," "Maximum Production Capacity of Food Crops," and "National Food Situation." (DS)

212

National Nutrition Policy: Nutrition and Health, A Working Paper. 74-S582-15. May 1974. 132 pp.

Report to the Senate Select Committee on Nutrition and Human Needs; by Freeman H. Quimby; Cynthia B. Chapman.

Prepared by the Science Policy Research Div., Congressional Research Service.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

A compilation of articles on nutrition dealt with the basic issues involved in the relationships between nutrition and health. Evidence from clinical data and animal experiments indicates that many problems in pregnancy and fetal development result from nutritional deficiencies. Malnutrition is also a contributing factor in retardation and learning and behavioral problems. Nutrition directly affects health, and the relationship between malnutrition and susceptibility to infectious disease has been established. Nutrition also affects capacity and productivity and has an impact on economic development. Papers are presented in the general areas of malnutrition and early development; malnutrition, learning, and behavior; and health. (HTW)

213

National Nutrition Policy: Nutrition and Special Groups, A Working Paper. 74-S582-17. May 1974. 182 pp.

Report to the Senate Select Committee on Nutrition and Human Needs; by Freeman H. Quimby; Cynthia B. Chapman, Congressional Research Service.

Organization Concerned: Department of Agriculture; Indian Health Service.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Older Americans Act, title VII.

The literature on national and international food and nutrition policy was reviewed, and key articles were compiled on the national nutrition policy and special groups. The contents of this compilation deal with three special interest groups in American Society—the aged, American Indians, and blacks. In the section on the aged, the articles are concerned with nutrition and health for older people. Nutrition is the focus of the papers in the section on Indians, and nutrition and diet are discussed in terms of black Americans. A section dealing with nutrition and special groups includes discussions on food habits

of migrant workers, nutrition aids for migrant workers, and the nutritional status of Mexican Americans. The final section is concerned with such special groups as preschool children, teenagers, and handicapped children (SW)

214

National Nutrition Policy: Nutrition and the Consumer: A Working Paper. 74-S582-12. May 1974. 63 pp.

Report to Department of Health, Education, and Welfare; Department of Agriculture; Food and Drug Administration; by Freeman H. Quimby; Cynthia B. Chapman, Congressional Research Service.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Fair Packaging and Labeling Act (P.L. 89-755). Truth in Food Labeling Act Food, Drug, and Cosmetic Act [of] 1938.

Articles were compiled on nutrition and health, special groups, consumer issues, and Government research. Articles on food labeling are: "Nutrition Labels. A Great Leap Forward" by Arletta Beloian; "Nutrition Labeling: What, Why, How" by Joan L. Bergy; "Food Dating—Now You See It, Now You Don't" by Consumer Reports; "The Food and Drug Administration and Labeling" by O. C. Johnson; and "What's Happening to Food Labeling?" by Margaret L. Ross. Articles on other issues are: "Improvement of the Nutritive Quality of Foods" by the American Medical Association Council on Foods and Nutrition; "Expensive Eating: Processed Vegetables, Fruits Are Expected to Become Costlier" by Norman H. Fischer; "Food Safety: A New Look at Corporate Responsibility;" "Nutritional Influences on the Toxicity of Environmental Pollutants" by Robert A. Shakman; "Vitamins, Minerals, and FDA;" and "Grass-roots Nutrition or, Consumer Participation" by Cicely D. Williams. Articles on Additives are "Food Additives: Health Question Awaiting an Answer" from Medical World News; "Food Additives" from Postgraduate Medicine; and "Food Additives as a System" by Richard J. Ronk (SW)

215

National Nutrition Policy: Nutrition and the International Situation. 74-S582-13. May 1974. 86 pp.

Report to the Senate Select Committee on Nutrition and Human Needs; by Freeman H. Quimby; Cynthia B. Chapman, Congressional Research Service.

Organization Concerned: Department of Agriculture; United Nations: Food and Agriculture Organization.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: P.L. [83]-480.

Literature on national and international food and nutrition policy was reviewed, and key articles were compiled on nutrition and health, special groups, consumer issues, and government research. The contents of the compilation are: "The Next Crisis? Food," by Lester R. Brown; "The Politics of Food," by Stephen S. Rosenfeld; "An Exchange on Food," by Charles G. Billo and Lester R. Brown; "Nutrition and World Health," by Grace A. Goldsmith; "Food vs. People: What Will Happen in the Next 10 Years?" by Omer J. Kelley and Howard B. Sprague; "The World Food Problem," by Frances Moore Lappe; "The Ecology of Malnutrition," by Jacques M. May and Hoyt Lemons; "The World Food Problem: Principal Findings and Conclusions," by the President's Science Advisory Committee; "Potentials for Increasing Food Production in the Western Hemisphere," by Harold F. Robinson; "Running Out of Food?" by "News-

week," "World Food Crisis," by Sen. George McGovern; "A World Food Action Program," by Sen. Hubert H. Humphrey; and "A Response to the World Food Crisis," by the Washington Post. (SW)

216

National Nutrition Policy: Background Reading Document. 74-S582-24. June 1974. 26 pp. + 11 enclosures (93 pp.).

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the Subpanel on Nutrition and Disease of the Panel on Nutrition and Health.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Obesity is considered to be an important contributor to many different health disorders, including coronary heart disease, hypertension, strokes, diabetes, gall bladder disease, arthritis, pulmonary dysfunction, sleep disorders, social disabilities, and decreased ability to withstand trauma or surgery. Many, if not all, of these health hazards can be decreased by weight reduction or by prevention of weight gain during childhood and middle age. In 1967, 54.1% of all deaths were attributed to diseases of the cardiovascular system. Statistical evidence is presented to demonstrate: that the problem of the coronary heart disease component of cardiovascular disease is relatively a more serious problem in the United States than in many other countries; the direct and indirect economic costs of cardiovascular diseases in the United States; the contribution of obesity to the cause of cardiovascular disease in the United States; the contribution of obesity to the problems of hypertension, diabetes, and the psychological problems of children and adolescents; the prevalence of obesity in the United States compared to other countries; the secular trends in obesity in the United States during the past two decades; the prevalence of obesity in the lowest socioeconomic groups; that weight reduction is of benefit in reducing cardiovascular disease risk factors; and that new forms of medical care and public health education are of value in achieving weight reduction in normal populations or in high risk overweight groups. Several key publications related to obesity and health are included in their entirety. (SC)

217

National Nutrition Policy: Nutrition and the Consumer, II: A Working Paper. 74-S582-19. June 1974. 208 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Compiled by the Panel on Nutrition and the Consumer, National Nutrition Policy Study.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Nutrition education should develop knowledge to enable each individual to choose a nutritionally adequate diet. This goal can be accomplished by: a concerned food industry regulating food and nutrition labeling and advertising; improved nutrition education programs in schools; providing resources for nutrition education throughout life; training to provide leadership for implementing programs; and development of a National Nutrition Education Council to coordinate efforts. Papers in this compilation include information on: popular nutrition education in the areas of diet, school programs, nutritional labeling and advertising, and policy considerations; nutrition education and the media; Action for Children's Television; children's milk intake; applied research; frozen dinners and breakfast foods; malnutrition; the role of the Food and Drug Administration; and trends for the future. (HTW)

218

National Nutrition Policy: Nutrition and the International Situation, II: A Working Paper. 74-S582-16. June 1974. 193 pp

Report to the Senate Select Committee on Nutrition and Human Needs

Compiled by the Panel on Nutrition and the International Situation, National Nutrition Policy Study

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

The international scarcity of major agricultural commodities which emerged in 1973 reflected important long-term trends as well as the more temporary phenomenon of poor weather. The world appears to be entering an extended period in which global grain reserves which provide a crucial measure of safety when crop failures occur will generally remain on the low side and in which little, if any, excess cropland will be held idle in the United States. The world has become overwhelmingly dependent on North America for exportable food supplies and is likely to be in a vulnerable situation with respect to food in years ahead. Consequently, the United States must work, both internationally and at home, toward solving the food problem. This report presents 10 papers on nutrition and the international situation: "The Need for a World Food Reserve," "A Sino-American Soybean Research Institute," "Food: Growing Global Insecurity," "Population, Food and Economic Adjustment," "Food Grains, Feed Grains and Oilseeds: What Should be the National Policy?" "World Food: Prices and the Poor," "World Food Situation—Trends and Prospects," "Statement of the Director of the International Center for Maize and Wheat Improvement, Mexico City," "The World Food Situation—and How Others See It," and "How Well Will the World Eat Tomorrow?" (DS)

219

National Nutrition Policy: Nutrition, Health, and Development. A Working Paper. June 1974. 70 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Compiled by the Subpanel on Nutrition and Health Services, Panel on Nutrition and Health.

Organization Concerned: American Dietetic Association; Department of Agriculture; Department of Health, Education, and Welfare.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Diabetes Research and Education Act, Economic Opportunity Act.

Articles and position papers were compiled on a National nutrition policy. The contents are as follows: Subcommittee on Nutrition, Brain Development and Behavior position paper entitled, "The Role of Brain Development and Behavior" by the

220

National Nutrition Policy: Selected Papers on Nutrition Information and Programs. 74-S582-20. June 1974. 16 pp.

Report to the Senate Select Committee on Nutrition and Human Needs; by Emma M. Blacken, Analyst, Congressional Research Service

Congressional Relevance: House Committee on Education and Labor; Select Education Subcommittee; Senate Select Committee on Nutrition and Human Needs.

Authority: Agriculture and Consumer Protection Act of 1973. H.R. 13168 (93rd Cong.).

Two articles on nutrition and testimony on the school lunch program are included in a working paper prepared by the Congressional Research Service. "Programs to Combat Nutritional Quackery," by LaVell M. Henderson, is a discussion of the problems of dealing with misleading information on nutrition and products that are falsely touted as nutritional. In "Facilitating Effective Investment in Nutrition," author F. James Levinson comments on the programs for improving nutrition in underdeveloped countries and offers explanations why little has been done to implement them. The testimony of Edward J. Hekman, Administrator of the Food and Nutrition Service, is on the phasing out of commodity distribution and realigning domestic food assistance programs to fit the farm market conditions. (SS)

221

National Nutrition Policy: Selected Papers on Technology, Agricultural Advances and Production, A Working Paper. 74-S58-22. June 1974. 89 pp.

Report to the Senate Select Committee on Nutrition and Human Needs; by Emma M. Blacken, Analyst, Environmental Policy Div., Congressional Research Service.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

In spite of the possibilities of food shortages in about 10 years, the technological efforts applied to food problems are still directed to modification of relatively primitive and inefficient systems. Benefits could come from an assessment of the potential of a more efficient technical process of delivery of nutritional energy from natural resources. Although agriculture has a strong influence on a nation's nutritional status, agricultural policies are not generally directed toward nutrition objectives. The less developed countries depend heavily on cereals for their major nutrients, and the "green revolution," by advancing cereal production, has had important nutritional implications. An indirect consequence of the green revolution has been the decline in production of food legumes; a need exists for developing higher yields of these crops. Meat, milk, eggs, and fish are generally too costly for low-income people and may not represent the best source of investment for nations for improving nutrition. Nutrition may be enhanced by new technology in which nutrients and vitamins are added to foods. Long term trends in developing countries will be affected by population, weather, cultivated area, improved seeds, fertilizers, irrigation, machinery, institutional factors, and economic, political, and social factors. (HTW)

222

National Nutrition Policy Study: Report and Recommendation, I.
74-S582-25 June 1974. 92 pp.

Report to the Senate Select Committee on Nutrition and Human Needs

Prepared by the Panel on Nutrition and Food Availability.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs

Continued imbalances in the world agribusiness food system due to unpredictable production and constantly changing consumer food and nutritional wants and needs can be expected to lead to perpetual price swings. The Secretary of Agriculture should use programs which will induce the retention on the farm and in the distribution system of ample stocks of essential grains. The U.S. private and public agribusiness economy should provide technical assistance as it is requested by developing countries to aid them in the development of their food production and distribution systems. All levels of government should renew their support of the research and productivity aspects of U.S. agriculture. Both private and public sectors of the agricultural industry should engage in more cooperative research with other nations. An international futures market should be developed as a means of strengthening the effective planning and risk taking in the United States and world food systems. A closer link between agricultural production and more efficient use of the food stamp program should be developed in welfare and nutrition programs. Food stamp premiums should be used as incentives to establish effective food outlets in the poor areas of the country. The rail transportation system should be improved in order to provide a sanitary, safe, and efficient food transportation system. Aquaculture and new protein sources should be explored through additional research and development programs. An international fishing code should be developed to protect the fishing rights of all nations. (SC)

223

National Nutrition Policy Study: Report and Recommendation, II.
74-S582-26. June 1974. 24 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the Panel on Nutrition and the Consumer.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

The nutrition, consumer programs, and popular education components of a national food policy reach across and into all aspects of planning, implementing, and administering food and farm programs. The Panel on Nutrition and the Consumer, therefore, believes that a national food policy should: (1) affirm a totally adequate global food supply as a basic goal; (2) guarantee sufficient resources to insure the production and distribution of a food supply that will provide a nutritious diet for all Americans whatever their economic status; (3) recognize that decisions most likely to result in the best diet at the least cost will necessarily involve professional competence and a greater concern for nutrition in all segments of the Nation's food system; (4) allocate national resources for agricultural and nutrition programs; and (5) require that the nutritional needs of consumers be the first among domestic food system goals. The Federal Government should: take affirmative steps to establish standards for food labeling which set forth nutrient quality and value; advocate price competition where it will efficiently allocate resources and contribute to stable food supplies; insure that neither poverty nor lack of information shall be a barrier to food availability; recast Federal farm programs to insure that nutritional needs of consumers are given a priority role in determining programs that affect supply levels of farm products; and centralize in one agency the food policy programs now scattered among many agencies. (SC)

224

National Nutrition Policy Study: Report and Recommendation, III.
74-S582-27. June 1974. 36 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the Panel on Nutrition and Government.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

A primary deficiency in the development of national food and nutrition policy and programs is the lack of the kind of information that would be supplied by a surveillance and monitoring system. Such a system needs to be designed to: rapidly monitor the general nature of food purchases and food consumption patterns in various areas and population groups; collect representative foods and diets for analysis of food additives, food contaminants, certain nutrients, and other materials of interest; and monitor nutritional status in different parts of the country and particularly in high risk groups. The development of a national food and nutrition policy will require increased numbers of professionally trained people. The current educational system transmits little nutritional information to physicians or other health care personnel. A high priority should be given to the development and support of nutrition teaching in medical schools, and the role of nutrition and nutrition services must be recognized in the development of health maintenance organizations and in the development of a national health insurance. If an effective nutrition policy is to be developed, there must be a Food and Nutrition Policy Board at a high level of government and an Office of Nutrition to implement and coordinate programs. (SC)

225

National Nutrition Policy Study: Report and Recommendation, IV.
74-S582-28. June 1974. 8 pp. + 2 appendices (6 pp.).

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the Subpanel of Health Care Systems of the Panel on Nutrition and Health.

Organization Concerned: Department of Health, Education, and Welfare.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs

Nutrition is a critical factor in the promotion of health and prevention of disease and in recovery and rehabilitation from illness or injury. Improvements in the nutrition of people will have a direct effect on the level of health. Any proposed system of health care must address itself to early identification and intervention of persons at nutritional risk. To date, national medical care policy has not provided the basic nutrition services which people need to assume responsibility for their own nutritional health. The Subpanel of Health Care Systems of the Panel on Nutrition and Health recommends that national policy: mandate nutrition input into the planning, organization, and implementation of health care systems; assure the availability and accessibility of nutritional care services to enable the population of the United States to achieve and maintain optimal nutrition health with high priority given to individuals with specific nutrition problems and needs; assure linkage of "non-health" nutritional care services with the nutritional care component of "health care" services; provide adequate funding to study methods of developing, implementing, and evaluating nutritional care programs; and assure sufficient, competent nutrition personnel to provide nutritional care throughout the health care system. (SC)

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National Nutrition Policy Study: Report and Recommendation, V. 74-S582-29. June 1974. 15 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the Subpanel on Popular Nutrition Education of the Panel on Nutrition and the Consumer.

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

In a time of changing food habits and rising food prices, the need for a unified and coherent governmental food and nutrition policy is increasingly evident. An articulated policy is necessary to the structuring and direction of programs both in the private sector and in the many areas of government: programs that help to equip the citizen-consumer to participate effectively in the food marketplace, programs that work to encourage freedom of choice, and programs that work to promote good nutrition and good health by guiding consumers in the direction of wise and informed choices. The Subpanel on Popular Nutrition Education recommends the establishment of an Advisory Commission on Nutrition to be composed of representatives of Federal and State governments, the leadership of scientific nutrition societies, consumer groups, and economists. The passage of a National Nutrition Education Act, which would provide for a nutrition coordinator at the State level to assess existing resources within each State, pilot projects to guide the development of continuing programs, teacher training, and a national nutrition education backup center, is also recommended. Colleges and universities should be encouraged and funded to provide courses in nutrition for non-scientists, and nutrition should be recognized as a legitimate area of science education in secondary schools and colleges. An increased and specific allotment of public service advertising time should be devoted to nutritional matters. (SC)

227

National Nutrition Policy Study: Report and Recommendation, VI. 74-S582-30. June 1974. 25 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the Panel on Nutrition and the International Situation.

Organization Concerned: Agency for International Development; Department of Agriculture.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Even if Government food production projections for 1985 are realized, the improvements in caloric intake and the protein consumption in the developing countries would be too small to make a significant improvement in the diet of the average person in such countries. Food production needs to increase by substantially more than is likely with a continuation of present policies. The Panel on Nutrition and the International Situation recommends: that there be a significant increase in the support of agricultural research devoted to the problems of increasing food production in the developing countries and minimizing losses during storage and marketing; that the United States and other industrialized countries develop measures to provide an adequate supply of farm production inputs at low real cost and to assist the developing countries in obtaining the means to acquire such inputs; and that, where feasible, assistance in expanding agricultural production and encouraging rural development focus on the needs of small farmers and employment. While the Panel does not recommend that the United States take an aggressive role in inducing the developing countries to actively engage in programs to reduce birth rates, it does recommend that research to

improve contraceptive techniques be adequately funded and that the United States have the capacity to provide technical assistance, when requested, for establishing family planning programs. It is imperative that a food reserve program be developed that would meet most of the emergency needs of the developing countries. (SC)

228

National Nutrition Policy Study: Report and Recommendation, VII. 74-S582-31. June 1974. 7 pp.

Report to Department of Agriculture; Department of Health, Education, and Welfare.

Prepared by the Subpanel on Nutrition and Disease of the Panel on Nutrition and Health.

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

In 1969, the Panel on Nutrition and Health made a variety of recommendations with regard to obesity to the White House Conference on Food, Nutrition, and Health. None of these recommendations has been implemented. The public is continually exposed through the mass media to advertising of products which contribute to obesity and to products related to health and weight reduction. Much of this advertising is misleading and unsatisfactory. Expansion of public and private industry-supported public health education on the topic of obesity prevention is needed. A vast expansion of research into the root causes of obesity is urgent; it should focus on children, on the poor, on the social factors that contribute to obesity and on the best educational methods for its prevention. A major change in food advertising is needed, including abolishing all advertising directed at children. Federal regulatory agencies need to become more effective in controlling misleading advertising and ineffective weight reduction methods. An adequate income to purchase nutritious foods that will prevent obesity and other illnesses should be guaranteed to all Americans. The construction of bicycle lanes, parks, and recreational facilities that will encourage people to increase their physical exercise should be encouraged. A nonpartisan public agency should be created to collect, evaluate, and disseminate information on healthful nutrition to the public. (SC)

229

National Nutrition Policy Study: Report and Recommendation, V. 74-S582-32. June 1974. 178 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the Panel on Nutrition and Special Groups.

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Food Stamp Act. Social Security Act.

There are special groups in the society for whom publicly supported food assistance is necessary either to maintain nutritional adequacy or to achieve socially desirable goals. In the first group America's poor-people for whom the Federal food programs matter of daily survival; in the second group are those whose nutritional status is vulnerable because of a rapidly changing and complex society the isolated elderly and young school children; combination of food programs can do anything about why people are hungry; people are hungry because they are poor. While the poor the vulnerable continue to need food assistance, food programs should be made more accessible and more effective. National

tion policies should promote the following ends: (1) an expanded food stamp program based on a more adequate diet plan at lower cost to recipients; (2) a national commitment to ensure a full range of nutrition services for all pregnant women and young infants; (3) availability of food service in all schools and institutions serving children, especially school breakfast, day care, and summer feeding; (4) adaptation of all food service programs to meet the special needs of migrants and Indians for whom the programs have been least responsive to their most severe hunger conditions; and (6) nutritional protection for the elderly, whatever their social circumstances. (Author/SC)

230

Comprehensive Study of the Child Nutrition Program, July 1974. 74-S162-16. September 10, 1974. 87 pp.

Report to the Senate Committee on Agriculture and Forestry. Submitted by the United States Department of Agriculture.

Organization Concerned: Department of Agriculture; Agricultural Research Service; Food and Nutrition Service.

Congressional Relevance: Senate Committee on Agriculture and Forestry; Senate Committee on Agriculture and Forestry; Agricultural Research and General Legislation Subcommittee.

Authority: National School Lunch Act of 1946, Child Nutrition Act of 1966, as amended. P.L. 93-150, P.L. 91-248, P.L. 92-433, P.L. 92-32, P.L. 93-326.

The child nutrition programs provide Federal cash and donated food assistance to nonprofit schools of high school grade and under and to child care institutions for use in serving well balanced meals and milk to children. Additional cash assistance is provided for meals and milk served free or at reduced prices to children who are determined to be unable to pay the full price under local family size and income standards established in accordance with minimum and maximum national income poverty guidelines. Federal contributions have risen from under \$600 million to \$1.7 billion in 1974. The overall Federal contribution has risen to about 41% of the total program costs, while the States' share has remained relatively stable and the children's share has declined. The number of children entering school age has stabilized with significant implications for participation in the school lunch program which is now at 25 million children per day. The Department of Agriculture and the President are concerned about the present Federal administrative structure for the food programs. There is a need for better recognition of the role of the States in child nutrition programs. Nutritional standards for the school lunch program need to be continually reassessed in light of nutritional knowledge and the acceptability of the lunch by children. The current food distribution program needs to be assessed and consideration should be given to whether a single cash payment, increased to reflect past commodity support, may be preferable. There is also a need to improve program data for the costs of producing and serving meals. (SW)

231

Report on Nutrition and the International Situation. 74-S582-34. September 1974. 57 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Organization Concerned: Department of Agriculture; Agency for International Development; United Nations: Food and Agriculture Organization.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: P.L. [83]-480

U.S. food aid over the past several years has not only been shrinking but, in the struggle over short supplies, political concerns have received a high priority. More than 50% of Food for Peace shipments in 1974 went to political-military-related countries. Critical fertilizer aid has also been affected by political-military concerns. In 1970, the United States shipped 6.1 metric tons of wheat to the hungry overseas. By 1973, the amount dropped to 2.5 metric tons, and the 1974 projection was just under a million metric tons. Poor crops in 1972 created a heavy grain demand. In spite of favorable harvests worldwide in 1973, reserve stocks continued to fall. General grain stocks whether privately or publicly held, do not always provide adequate or appropriate famine relief. An emergency reserve stock is needed; it could be created without disruption of farm or consumer prices. The size of the stocks needed for emergencies cannot be absolutely determined, but estimates based on average grain shortfalls and past experience in emergencies put the range anywhere from 500,000 to 25 million tons of grain. A policy adequate to deal with global hunger should concentrate on food reserves, food aid, and growth of individual nations' productive capacity. (SW)

232

Implementation and Status of the Special Supplemental Food Program for Women, Infants, and Children. 75-S582-1. October 1974. 81 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the Department of Agriculture, Food and Nutrition Service.

Organization Concerned: Food and Nutrition Service; Department of Health, Education, and Welfare; University of North Carolina.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Child Nutrition Act of 1966, as amended (P.L. 92-433; 86 Stat. 724; 42 U.S.C. 1786). P.L. 93-150, P.L. 93-326. 39 Fed. Reg. 13166-69.

The Special Supplemental Food Program for Women, Infants, and Children (WIC Program) provides cash grants to State health departments and approved local health clinics for the purpose of providing specified nutritious food supplements to pregnant and lactating women, infants, and children up to 4 years of age who are nutritional risks because of inadequate family income. The program is administered by the Department of Agriculture's Food and Nutrition Service. In order to fulfill the Congressional mandate to assess the benefits of the WIC Program, the department is conducting two evaluations: a detailed medical evaluation designed to determine the nutritional and medical benefits of food provided to participants; and an examination of the efficiency, effectiveness, and operational costs of the various State and local food delivery systems being used to reach the target populations. The evaluation of the food delivery systems will be based on a stratified random sample of participating clinics. This sample will be representative of the various types of delivery systems, geographic locations, ethnic groups, and target population groups, including program participants, nonparticipants, and dropouts. Information will be obtained from approximately 4,500 members of the target population through face-to-face interviews. Data will be obtained to provide a profile of the clinics, participants, and nonparticipants. For the detailed medical evaluation, as of August 1974, preliminary data had been collected on 17,659 initial clinical forms, 5206 dietary forms, and 20,697 plasma samples. (SW)

233

Report on Nutrition and Government. 75-S582-3. April 1975. 58 pp.
Report prepared by the Staff of the Select Committee on Nutrition and Human Needs, United States Senate

Organization Concerned: Department of Health, Education, and Welfare, Department of Agriculture, Office of Management and Budget

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs

Authority: Nutrition Education Act; S. 3864 (94th Cong.). P.L. [83]-480.

A comprehensive national nutrition policy is necessary to coordinate and monitor the varied nutrition-related programs now dispersed throughout the government. Tax policy, agricultural policy, and even foreign policy all have nutritional implications. A national nutrition plan should be developed, as a written document, to enable each agency to submit nutrition-related budgetary and legislative proposals for nutrition activities to the proposed Federal Food and Nutrition Office as part of the regular planning and budgetary process. As an agency develops its proposals to submit to the Office of Management and Budget for incorporation into the budget, those objectives or activities with nutritional implications will be tagged and compared with similar objectives of other federal agencies. This totality of objectives, placed in a single document, is the National Nutrition Plan. The Federal Nutrition Office would not administer nutrition-related programs, it would be responsible for coordination and monitoring of nutrition programs throughout the government and for providing the President and Congress with interpretation of data collected as part of the national nutrition surveillance effort. A National Nutrition Center should be created to administer nutrition education programs, coordinate and monitor all federally-funded nutrition research, and administer nutrition manpower programs. Nutrition research is needed concerning the special dietary needs of preschool children, teenagers, and the elderly. Basic research is indicated on nutrient-nutrient interaction, long-term accumulation of minerals in the body, and the effect of malnutrition on mental as well as physical development. (SW)

234

School Food Program Needs, 1975. 75-S582-8. April 1975. 213 pp.
Report to the Senate Select Committee on Nutrition and Human Needs.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Agricultural Act of 1949 (7 U.S.C. 1431), Food and Agriculture Act of 1965 (7 U.S.C. 144a-1), National School Lunch Act, Child Nutrition Act of 1966.

In order to determine the most pressing problems facing administrators of the School Lunch and Breakfast Programs and to gather recommendations for strengthening the program to feed as many children as possible, the Senate Select Committee on Nutrition and Human Needs sent a questionnaire to School Food Service Directors in each State and American Samoa. From 30 to 38 States responded to each question. Most States reported some increase in the price of meals over the past year; the increases ranged from less than 5 cents to more than 10 cents for lunches and slightly less for breakfasts. The average cost of producing the meals increased 13%. Most States reported an increase in participation in reduced price meals over the year, less for breakfasts than for lunches. State support per meal above the required matching funds ranged from none to over 10 cents. Equipment needs for new and existing programs totalled \$33,516,000 for the responding States. The Ford Administration's bloc grant proposal on child nutrition programs would increase the cost

of meals by about 22 cents, thus reducing the number of children able to participate. Legislation has been introduced to amend the National School Lunch and Child Nutrition Acts in order to extend and revise the special food service program for children, the special supplemental food program, and the school breakfast program, and to strengthen the school lunch and child nutrition programs. (DS)

235

WIC Program Survey: 1975. 75-S582-9. April 1975. 291 pp.
Report to the Senate Select Committee on Nutrition and Human Needs.

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: S. 850 (94th Cong.).

A survey was conducted in 34 States, Puerto Rico, and the Virgin Islands to determine the progress of the Special Supplemental Food Program known as WIC (Women, Infants, and Children). Under this program, high protein diet supplements are made available to low income pregnant women, infants, and children determined to be nutritional risks. Survey responses indicated that the total number of unfunded WIC project applications was 63; this represented 201,904 people and would have cost \$35,188,110. The estimated number of people eligible to participate in the WIC program was 4,036,000, and the budget needed for this number of participants was \$876 million. In 31 States, vouchers or checks were used for food delivery; in 12 States, there was direct food distribution; in 6 States, there was home dairy delivery. Six States were entirely satisfied with the nutritional value of the WIC food package. The most often recommended change was for more flexibility in the choice of cereals. Eight States had either no nutritional education or a limited program because of inadequate administrative funds. (SW)

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Comparative Analysis of the Food Stamp Act of 1964 and Proposed Reform Legislation. 75-S162-26. November 5, 1975. 102 pp. + 6 appendices (232 pp.).

Report to Herman E. Talmadge, Chairman, Senate Committee on Agriculture and Forestry.

Congressional Relevance: Senate Committee on Agriculture and Forestry.

Authority: Food Stamp Act of 1964, as amended (84 Stat. 2048; 7 U.S.C. 2012(b)), P.L. 88-525. U.S. Department of Agriculture v. Moreno, 413 U.S. 528. U.S. Department of Agriculture v. Murry, 413 U.S. 508. Bennett v. Butz, 386 F. Supp. 1059 (USDC, D. Minn., 1974). H.R. 8145 (94th Cong.). S. 1993 (94th Cong.). S. 2451 (94th Cong.). S. 2537 (94th Cong.).

Comparisons were made between the existing food stamp act and the bills before Congress. The areas of comparison were financial eligibility criteria (income and resources), non-financial eligibility criteria (categorical eligibility, social security income, students, work registration, strikers, household composition, continuing eligibility, and cooking facilities), application process, purchase requirements, coupon allotments, minimum benefits, program administration (coupon issuance, cash/coupon accountability, coupon use, credit for lost, benefits, and demonstration projects), Federal/State reporting requirements, Federal penalties, funding, operational authority, and food distribution. (Author/SS)

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The Role of the Federal Government in Human Nutrition Research. 76-S582-5. March 1976. 112 pp.
Report by Cynthia B. Chapman; Freeman H. Quimby, Congressional Research Service

Organization Concerned: Department of Health, Education, and Welfare; Department of Agriculture; Department of Defense; Veterans Administration.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Research and Marketing Act of 1946 (7 U.S.C. 427). Reorganization Act of 1949 (5 U.S.C. 133z-15). (P.L. 85-857; 38 U.S.C. 4101). Hatch Act. Omnibus Medical Research Act. Public Health Service Act, § 301. Food, Drug, and Cosmetic Act. P.L. 89-106, § 2. 7 U.S.C. 22201.

Nutrition research in the Federal Government involves four departments—the Department of Agriculture (USDA), Department of Defense (DOD), Department of Health, Education, and Welfare (HEW), and the Veterans Administration. The evolution of Federal nutrition research, the expenditures, decisionmaking policies, and resource allocation of each agency are outlined. In fiscal year 1975, HEW led all departments with a total expenditure of over \$60 million for nutrition research out of a total of \$73 million for all departments. USDA expended \$9.7 million in fiscal year 1974. DOD expended \$2.6 million and the VA expended \$450,000 in fiscal year 1975. About 2.6% of the total USDA agricultural research budget was spent on human nutrition research in fiscal year 1974. If State funding is counted, agriculture departments in the United States spend far more for animal than human nutrition research. USDA sponsors basic research on nutrients and applies these research results to understanding food consumption and improving foods and dietary habits. DOD human nutrition research includes studies on nutrient requirements of sedentary, training, and combat military personnel in various climates. The broad purpose of human nutrition research conducted by HEW is to advance knowledge to prevent and treat diseases. Neither HEW nor the individual Public Health Service agencies seem entirely aware of the program or Federal support for human nutrition research in the department. Human nutrition research projects of VA hospitals in 22 states were performed with other academic, medical, and non-profit institutions. (SW)

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Commodity Supplemental Food Program Survey. 76-S582-7. April 1976. 8 pp. + 3 appendices (114 pp.).
Report to the Senate Select Committee on Nutrition and Human Needs.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Agricultural Adjustment Act of 1935, § 612c (40 Stat. 750; 40 Stat. 774; 7 U.S.C. 612). Agriculture and Consumer Protection Act of 1973 (P.L. 93-347). Agricultural Act of 1949 (P.L. 81-439; 7 U.S.C. 1431). Child Nutrition Act of 1966. Food Stamp Act, as amended. Commodity Supplemental Food Program Act of 1976. Social Security Act, § 1616a. P.L. 92-603. P.L. 74-320. P.L. 92-32. 31 U.S.C. 714. 31 U.S.C. 712. 7 C.F.R. 250.14.

The Commodity Supplemental Food Program (CSFP) was established to provide iron and protein-rich food to low-income pregnant women, nursing or post partum mothers, and children under six. The Department of Agriculture (USDA), which administers the program, has taken the position that it should be eliminated; thus, the number of programs has dropped from a high of 310 (37 States) in 1971 to its present level of 100 (15 States) with a drastic reduction in the number of participants. The Senate Select Committee on Nutrition and Human Needs, convinced that elimination of the program would

lead to geometrically higher costs for society as a result of the harmful effects of malnutrition, sent questionnaires to all program directors soliciting recommendations and criticisms. The economies of scale effected by USDA, combined with the expertise of their purchasers, has made the program one of the most cost-effective federally-mandated child nutrition programs ever implemented. As part of its ongoing efforts to diminish CSFPs, USDA is urging them to join with the WIC program, limiting the total number of persons on supplemental feeding programs without regard for actual need. In addition, USDA has handicapped CSFPs by refusing to provide administrative funds and by not making commodities available in a timely fashion. By arbitrarily limiting caseloads on the CSFP, USDA has caused many local needs to go unmet. The study, "Nutritional Benefits from Federal Food Assistance," is one of many which support the committee's contention that CSFP is of value. (DS)

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Nutrition and Health II: Nutrition and Health Revised with a Study of the Impact of Nutritional Health Considerations on Food Policy. 76-S582-9. July 1976. 69 pp. + 16 appendices (291 pp.).

Report prepared by the Staff of the Select Committee on Nutrition and Human Needs, United States Senate.

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Public Health Service Act; S. 3239 (95th Cong.). Nutritional Health Service Act, S. 2547 (95th Cong.). S. 2867 (95th Cong.).

The Senate Select Committee on Nutrition and Human Needs held hearings in June 1974 to measure the progress that had been made in achieving the goals set at the 1969 White House Conference on Food, Nutrition, and Health and to focus attention on the need for a comprehensive national nutrition policy. This report, the second edition of the fifth in the series of staff studies expanding on recommendations and testimony offered at the hearings, is concerned primarily with America's self knowledge of its nutritional health; more specifically, the availability of nutrition evaluation and counseling to individuals and the adequacy of our national nutrition monitoring system. The bureaucratic and political problems of applying nutritional health considerations to food policy are also examined. There is a need for the following measures: (1) an investigation

Organization Concerned: Department of Agriculture.
Congressional Relevance: Senate Select Committee on Nutrition and Human Needs
Authority: Food Stamp Reform Act of 1975 S. Res. 58 (94th Cong.)

There has been much controversy over the Food Stamp Program, especially since President Ford's attempts to increase the amount that low income families would have to pay for the stamps. Data from studies by the Department of Agriculture and the House Agriculture Committee have helped to refute some of the charges made about the program. Most food stamp recipients had incomes below the poverty level and only 1.1% earned more than \$10,000 a year. Only about 1.3% of program beneficiaries were students, and an insignificant number were strikers. Most working households qualified by deducting work-related expenses, and 16.9% of eligible households contained an elderly member. Program complexity rather than fraud was responsible for the high rates of certification and stamp distribution errors; recipient fraud was estimated at no more than 1%. Benefits of the program include its effect as a stimulus to the economy by increasing jobs and business receipts. Although program reform is necessary, large cuts are not justified by the facts. (HTW)

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Food Stamp Program Profile. Part 2: Appendix. 76-S582-12. August 1976. 93 pp.
 Report to the Senate Select Committee on Nutrition and Human Needs.

Organization Concerned: Food and Nutrition Service.
Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

The Department of Agriculture's 1975 survey of the characteristics of food stamp households collected data from the case files of 11,327 households certified as eligible for participation on the food stamp program during September 1975. The average total amount of deductions from gross income was \$77 per month for all households, with about 83% of all households claiming some deduction. For all households in which an elderly person resided, the average total deduction was \$46. The average household size was 3.2 persons; one-person and two-person households comprised 46% of all households. The average gross monthly income was \$298. Females headed 64% of all households. Elderly persons comprised about 6% of total participants. Of all households, 76.6% had nonworking heads and reported no earned income, 15.4% had household heads working less than 30 hours per week, and 8% had household heads working more than 30 hours per week.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Child Nutrition Act of 1966, as amended (P.L. 92-178; 86 Stat. 724; 42 U.S.C. 1786).

The Special Supplemental Food Program for Women, Infants, and Children (WIC Program) provides cash grants to State health departments and approved local health clinics for the purpose of providing specified nutritious food supplements to pregnant and lactating women, infants, and children up to 4 years of age who are at nutritional risks because of inadequate family income. The program is administered by the Department of Agriculture's Food and Nutrition Service. A medical evaluation of the program, conducted over a 2 1/2-year period, showed that a Federal program of diet supplementation can dramatically improve birth weights, height, head circumference, and reduce anemia among low income infants and children. Other results of diet supplementation were an increase in mean corpuscular hemoglobin concentration for infants and children; an increase in the consumption of protein, calcium, phosphorus, iron, vitamin A, thiamine, riboflavin, niacin, ascorbic acid, and folacin by participating mothers; and a relative increase in weight gain during pregnancy by participating mothers. In the course of the evaluation, a total of 41,300 infants and children were examined and a total of 9,867 women, including 4,125 with completed pregnancies, were investigated. The present evaluation was concerned with the short-term benefits of the WIC program. The long-term effects of nutritious food supplements on growth, development, morbidity, mortality, behavior, and learning are still unknown and should be investigated. (SW)

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Food Stamp Program. 76-H162-6. September 1976. 9 appendices (565 pp.).

Report to the House Committee on Agriculture.
 Prepared by the staff of the House Committee on Agriculture.

Organization Concerned: Department of Agriculture.
Congressional Relevance: House Committee on Agriculture.
Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011; H. Res. 228 (95th Cong.); H. Res. 974 (95th Cong.)).

Basic information was collected about the operation of the food stamp program and the characteristics of food stamp recipients. The following areas of concern and interest to the House Committee on Agriculture are covered: the amount of time it takes to process applications for food stamps; State and local administration of the food stamp program; program quality control, including participation by certain classes of people in the food stamp program; student participation in the program; the reaction of local community groups which have had direct contact with food stamp recipients and applicants to the program; the rationale for criteria for food stamps, Aid to Families with Dependent Children, and Supplemental Security Income; State administrators' evaluations of the quality control process and illegal abuse of the food stamp program; the evaluation by Federal agencies of the illegal activities in the food stamp program; and the detection, investigation, and disposition of suspected cases of illegal activities in the program. The document includes: reports by the Comptroller General; responses and analysis of responses to questionnaires sent to State administrators of the program, local community groups, and Federal agencies; and copies of questionnaires sent to these various groups. (SC)

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Diet and Killer Diseases with Press Reaction and Additional Information. 77-S582-1. January 1977. 320 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: National Consumer Health Information and Health Promotion Act of 1976 (P.L. 94-317). P.L. 93-641. S. 3449 (95th Cong.). S. 3570 (95th Cong.).

Hearings of the Senate Select Committee on Nutrition and Human Needs focused on the role of diet in preventive health care, the degree to which diet affects the causation of the killer diseases, and the need for modifying educational, research, and health delivery systems to include nutritional factors. Six of the ten leading causes of death in the United States have been connected to diet: heart disease, cancer, stroke and hypertension, diabetes, arteriosclerosis, and cirrhosis of the liver. Obesity, which is a form of malnutrition, can substantially contribute to coronary artery disease; a 10% increase in weight results in a 30% increase in the probability of coronary disease. Coronary heart disease is statistically the number one killer disease; altered nutrition has much preventive potential. Obesity is a risk factor in hypertension, diabetes, and arthritis. Substantial preliminary evidence indicates that nutritional imbalances in the diet contribute to at least 30% of the cancer cases in men and 50% in women. There has been a positive correlation between high fat consumption and breast cancer and colon cancer and between lack of fiber in the diet and cancer of the lower intestinal tract. It must be emphasized that correlation and contribution do not mean causation. Since food patterns are established in infancy, it is important both to meet the nutritional needs of children and to develop sound food habits. Elementary and secondary school curricula should provide information on nutrition, food purchasing, and food consumption. Public attention needs to be directed to the antecedent causes of preventable diseases. (SW)

245

Diet Related to Killer Diseases: Part 2, Obesity. 77-S581-2. February 1, 1977. 246 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Paradoxically, obesity is the number one malnutrition problem in the United States. Thirty million Americans are overweight, and fifteen million are obese to a degree that actually shortens their lives. Moreover, the obese are getting fatter, and the number of obese Americans is increasing each year. Treatments for obesity are a \$10-billion-a-year industry, and yet the record of success in losing and keeping off the weight is abysmally poor. It has only been in this century that obesity has become a significant health problem. While it is a problem peculiarly associated with our affluent Western culture, it is more prevalent among low socioeconomic groups. A person is defined as obese if he or she is 20% overweight based on height, sex, and age. Obesity becomes a major risk factor for individuals who are 30% or more overweight; there is a significant correlation between obesity and ill health, including cardiovascular disease, hypertension, diabetes, and arthritis. Even though research and therapy have shown that the problem of obesity is more readily solved by preventive measures than by curative approaches, we still have not been able to reverse the current trend toward a more obese society and must begin now to cope with this major health problem. Reports are presented dealing with various aspects of obesity as it relates to health. (DS)

Food

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Diet Related to Killer Diseases: Part 1, Cardiovascular Disease. 77-S581-1. February 1977. 774 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Heart and vascular disease account for 50% of all death in the United States, almost 3 times as many as cancer. Each year, almost 2.5 million Americans suffer major cardiovascular events which result in over 850,000 deaths. This primary killer costs the United States an estimated \$57 billion in health care and lost productivity annually. These figures convincingly illustrate the catastrophic effect that cardiovascular disease has on the Nation's health and economy; however, cardiovascular disease need not be an inevitable event. Scientific research has pinpointed a number of risk factors, including many which are diet-related, which if abated or eliminated would significantly decrease the mortality rate of the number one killer. The simple fact that 20% to 30% of heart attack victims die before they receive any medical care only reinforces the importance of instituting preventive measures to reduce cardiovascular deaths. A Department of Agriculture study estimates that an improved diet would potentially reduce heart and vascular disease mortality by 20% to 25% which would save over 200,000 lives and \$14 billion annually. Separate reports are presented dealing with various aspects of cardiovascular disease and its link with diet in an attempt to provide sufficient knowledge to formulate legislation for a Federal health maintenance and promotion initiative, to ascertain how research priorities are determined, and to ascertain whether nutrition research has received emphasis commensurate with its role in cardiovascular diseases (DS)

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Dietary Goals for the United States. 77-S582-2. February 1977. 79 pp.

Report prepared by the Staff of the Select Committee on Nutrition and Human Needs, United States Senate.

Organization Concerned: Department of Agriculture, Department of Health, Education, and Welfare.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

The eating patterns of this century represent a critical public health concern. The public is confused about what to eat to maximize health. The Government, in order to reduce health costs and maximize the quality of life, should provide practical guides to the individual consumer as well as set national dietary goals. Government and industry response is required regarding the content of nutritional information provided to the public, the kinds of foods produced, and how foods are processed and advertised. The following are suggested U.S. dietary goals: (1) increase carbohydrate consumption to account for 55% to 60% of the energy (caloric) intake; (2) reduce overall fat consumption from approximately 40% to 30% of energy intake; (3) reduce saturated fat consumption to account for about 10% of total energy intake and balance that with polyunsaturated and monounsaturated fats, which should account for about 10% of energy intake each; (4) reduce cholesterol consumption to about 300 mg. a day; (5) reduce sugar consumption by about 40% to account for about 15% of total energy intake; and (6) reduce salt consumption by about 50% to 85% to approximately 3 grams a day. To achieve these goals the following changes are suggested: increase consumption of fruits and vegetables and whole grains; decrease consumption of salt, sugar, butterfat, eggs, and foods high in fat; decrease consumption of meat and increase consumption of poultry and fish; substitute nonfat milk

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since the lifting of price controls in the fall of 1973. U.S. fertilizer demand in 1973/74 exceed available supplies. Projections for the availability and prices of nitrogen, phosphate, and potash fertilizers for 1975, 1976, and 1980 are presented. Fertilizer prices and use estimates for 1974 are included. The use of separate materials and of dry bulk materials is increasing, and plant nutrient use is up in most regions. The current and expected fertilizer situation in major developed and developing countries is explored. In spite of high sales, producers have restricted nitrogen fertilizer exports to supply domestic demand. In addition, the Agency for International Development restricted the tonnage and the time of shipment of the fertilizer it financed in 1973/74. (SC)

255

Report on Nutrition and Food Availability. 75-S582-2. December 1974. 82 pp. + 3 appendices (11 pp.).
Report to the Senate Select Committee on Nutrition and Human Needs.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.
Authority: Agriculture and Consumer Protection Act of 1973.

While weather and inflation are principal causes of the current food shortage and resultant high prices, governmental policies—particularly U.S. foreign and agricultural policy—have also been a major factor. The Russian wheat sale, by reducing U.S. carryover, resulted in increased global dependence on annual food supplies and fostered instability and high prices. The increase in farm production costs which have more than doubled in the last few years has more than offset any increase in farm profits. This is reducing the number of farms and is driving the small farmer out of business. Though farm productivity has increased 5.8% over the past 15 years, the trend toward larger farms, with increased corporate involvement, may reduce productivity and the consumer price advantages that have come from competition. Declining farm prices are having little effect on food retail prices; inflation in farm-to-retail price spreads is due in large part to the structure of the food industry where a small number of firms controlling over 60% of sales enjoy considerable discretion in setting prices. To avoid further global increases in malnutrition and starvation and because current shortfalls indicate a large market for U.S. exports, the U.S. Government must provide greater monetary incentive and support to encourage its farmers to expand productivity. In addition, it must provide financial security should overproduction occur, insure that adequate supplies are available on a priority basis at a fair price, and confront the marketplace in which the farmer sells and the consumer buys. (DS)

256

Malthus and America: A Report about Food and People. 74-H162-2. 1974. 17 pp.
Report to the House Committee on Agriculture,
Prepared by the Subcommittee on Department Operations, House Committee on Agriculture.

Congressional Relevance: House Committee on Agriculture; House Committee on Agriculture: Department Operations, Investigations and Oversight Subcommittee.

By the end of this century, we can expect 6.5 to 7.5 billion people on our globe if the present rate of growth continues. In nearly every developing country of the world, the unrelenting geometry of human growth continues at an alarming pace. The combined effect of population growth and rising affluence is accelerating world food demand at rates without precedent in history. The initial collision between soaring population and limited food supply is already beginning;

conservative 1974 estimates are that between 200 and 400 million people will face starvation and that over 10 million will die as a result. Whether these "local famines" spread will depend, among other things, on the responses of our own and other governments. Worldwide programs of consumer education on birth control, increased census-taking in developing countries (to aid in planning), increased research on the effects and control of population growth and in food production, and universal international awareness of the problem are all urged. Three factors affect world food output: technical and financial constraints, short supply of resources (land, water, energy, and fertilizer), and ecological disruption. There is an urgent need to increase present world grain inventory levels, but there is much uncertainty over the most advantageous method of developing reserves or carryover stocks and how to determine an equitable and feasible sharing of the true costs of maintenance. An important question U.S. policymakers must face is whose interests are to be served or sacrificed before any conclusive food policy can be forthcoming. (DS)

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Potential Effects of Application of Air and Water Quality Standards on Agriculture and Rural Development. 75-S162-5. January 2, 1975. 331 pp.
Report to the Senate Committee on Agriculture and Forestry: Rural Development Subcommittee, by Joseph P. Biniek, Analyst, Environmental Policy Div., Congressional Research Service.

Organization Concerned: Environmental Protection Agency.
Congressional Relevance: Senate Committee on Agriculture and Forestry: Rural Development Subcommittee.
Authority: Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500). Clean Air Amendments of 1970 (P.L. 91-604). Rural Development Act of 1972 (P.L. 92-419). Federal Water Pollution Control Act of 1956, as amended. Air Pollution Act of 1955. Clean Air Act of 1963. Clean Air Act of 1972.

Farmers are concerned about the economic impacts of Federal air and water pollution regulations. The Federal Water Pollution Control Act Amendments of 1972, which seek to control effluents, require increased investments for runoff control facilities and added operational costs. However, since regulations apply to less than 1% of farmers, primarily large producers, the impact of this legislation on production costs is minimal. The Clean Air Act of 1970, especially the prevention of significant deterioration of air quality, has greater implications for agriculture and the use of rural resources. Related papers include discussions of: anti-pollution regulations, legislation, and programs; environmental economics; farm animal-waste management; economic impacts of effluent and runoff control on the dairy, beef, and hog industries; and issues involved in preventing deterioration of air quality. (HTW)

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Agriculture in a World of Uncertainty: The Potential Impact of Rising Costs of Production on Agriculture and Rural America. A Compilation of Cost Production Data and Associated Economic Studies. 75-S162-15. April 14, 1975. 149 pp.
Report to the Senate Committee on Agriculture and Forestry.

Organization Concerned: Department of Agriculture.
Congressional Relevance: Senate Committee on Agriculture and Forestry.
Authority: Agriculture and Consumer Protection Act of 1973.

Although operating expenses of agricultural production have been increasing for some time, total production expenses increased about 49.8% in the past two years alone. Further cost increases for most inputs are expected to occur this year, intensifying an already

difficult cost-price squeeze. Current target prices for many commodities are below variable costs of production. However, total costs of production are substantially above target prices in virtually every area. Although only a small share of all agricultural land is incumbered by debt, the incidence of debt is concentrated in commercial agriculture and especially with young farmers who are attempting to establish themselves. For agriculture to continue to be viable, land must continue to be transferred from older farmers ready to retire to younger farmers. The returns to agriculture must be adequate to meet these transfer costs. The current target price for corn, which is the largest single crop and is the feed base for much of the livestock industry, is \$1.38; this would cover the variable costs in most States but would fall short of total costs projected for 1975 in all States. Data presented for cotton, soybeans, grain sorghum, wheat, and other miscellaneous crops show that most target prices fall within the range of variable costs. The entire livestock sector of American agriculture is on the brink of economic disaster as a result of an extended period of cost pressure on all segments and declining prices in most. The complexity of the overall agricultural situation is expected to slow rural development and to retard general economic activity for rural America. (SC)

259

Studies in Price Stability and Economic Growth. Paper No. 5: Food Prices in 1975. 75-J842-24. July 18, 1975. 10 pp.

Report to Joint Economic Committee; by G. E. Brandow, Professor of Agricultural Economics, Pennsylvania State Univ.

Organization Concerned: Department of Agriculture.
Congressional Relevance: Joint Economic Committee.

Consequences flowing from the poor crops of 1974 and prospects for continuing inflation in the economy at large dominate the food price outlook for 1975. The supply of concentrate feeds for livestock will be sharply reduced at least until 1975 crops are available. Production and consumption of all livestock except beef and veal will be lower. Market supplies of beef and veal will increase as the rapid expansion of cattle herds slows down. The index of retail food prices may average about 10% higher in 1975 than in 1974 and 10% to 12% higher in the fourth quarter of 1975 than in the fourth quarter of 1974. Some price effects of the poor crops of 1974 will carry forward at least through the third quarter of 1976. Not much more than half of the expected increase in retail food prices seems to be attributable to poor 1974 crops. Costs of processing and distributing food probably will continue to rise with general inflation and will be reflected in the retail prices of many foods. Grains are among the leading commercial exports of the United States and are the principal products needed for food aid for poor countries. Where grain production cannot be enlarged, an increase in grain exports amounting to 5 million tons can be expected to raise the index of retail food prices by 1.0% to 1.5%. If crops are good in 1975, the stage may be set for a marked decline in the rate of food price increases in 1976. (SC)

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Impact of Russian Grain Purchases on Retail Food and Farm Prices and Farm Income in the 1975 Crop Year. 75-J842-34. September 29, 1975. 8 pp.

Report to Joint Economic Committee; by G. E. Brandow, Professor of Agricultural Economics, Pennsylvania State University.

Organization Concerned: Department of Agriculture; Department of State.
Congressional Relevance: Joint Economic Committee.

Food

Prices, production, and income in agriculture in the 1975 crop year are projected for three different export situations. With exports at levels expected about July 1, 1975, farm prices of feed grains, wheat, and soybeans in the 1975 crop year are projected to be 10% to 30% below their averages for calendar year 1974. Prices of livestock products, except beef, are projected to increase. Projected realized net farm income is 22% lower than in calendar year 1974. The combined effects of changes in farm prices and of projected increases in costs of processing and distributing food raise the projected average retail food price index during the 1975 crop year by 8% or 9% above the level of January through March 1975. The projected effects of exports which include an additional 10 million tons of grain, about the amount purchased by the Soviet Union in July 1975, are to raise farm prices of feed grains and wheat by 10% to 12%, to reduce stocks of grains remaining at the end of the 1975 crop year, and to decrease livestock feeding during the year. Realized net farm income in the 1975 crop year is projected to rise 10% and the retail food price index to rise an additional 1% over the first situation. The projected effects of an export situation including 20 million more tons of grain and 25 million more bushels of soybeans than the first situation are similar to those of the second situation, but somewhat larger. Farm prices of food grains, wheat, and soybeans could rise 13% to 17%, the realized net farm income 14%, and the retail food price index 1.4% above the figures projected in the second situation. (SC)

261

Agricultural Research and Development: Background Papers. 75-H702-19. September 1975. 179 pp.

Report to the House Committee on Science and Technology: Science, Research and Technology Subcommittee; the House Committee on Science and Technology: Domestic and International Scientific Planning and Analysis Subcommittee.

Congressional Relevance: House Committee on Science and Technology: Science, Research and Technology Subcommittee; House Committee on Science and Technology: Domestic and International Scientific Planning and Analysis Subcommittee.

The field of agricultural research and development has been given high priority by Congress which realizes that recent food shortages in various parts of the world may be part of long term trends which could lead to increasingly severe global food problems. It has been said that improved technology is the world's only hope of substantially increasing food production; if this is the case, the United States' principal contribution to world food production in the long run will be through sharing of our technology to help other countries increase their agricultural production. This technological contribution may be in the fields of agricultural production efficiency, post production losses, biological efficiency, energy, nutrition, remote sensing, and other areas. A Working Conference on Research to Meet U.S. and World Needs will meet in July 1975 to identify research issues related to the capacity of the United States to meet its domestic and international food needs. The world food crisis has its origins in long term economic, political, and social trends; bad weather is only an immediate cause. Food supply and demand projections assume that food production and distribution technology will continue to improve as a result of research and education in both developed and developing countries. Other factors under man's control which can shape the world's future food needs are: population policies; resource use and consumption patterns; research and education; political, social, and economic organization; and international trade and food reserves. (DS)

262

1975 Food Price Study, Part 1: Food Prices, the Federal Role. 75-S581-15. October 1, 1975. 198 pp.
Report to the Senate Select Committee on Nutrition and Human Needs

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: P.L. 88-354 H.R. 9182 (94th Cong.).

Testimony before the Senate Select Committee on Nutrition and Human Need was presented by members of the academic, farm, Federal, private, and congressional communities who were concerned with food prices. Discussion included the economics of food pricing, and effects on consumers and farmers. Antitrust legislation before the House of Representatives was discussed. (SS)

263

1976 U.S. Agricultural Outlook. 75-S162-29. December 18, 1975. 434 pp.

Report to the Senate Committee on Agriculture and Forestry. Papers presented at the National Agricultural Outlook Conference, Washington, D.C., November 17-20, 1975.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Senate Committee on Agriculture and Forestry.

The National Agricultural Outlook Conference is sponsored each year by the U.S. Department of Agriculture (USDA) to provide the agricultural industry with the latest information on production, prices, input supplies, and the demand situation. Continuing uncertainty for agriculture and a virtual reversal in the trends for many commodities between 1974 and 1975 make the projections aired at the Conference particularly significant. Topics covered at the conference included: the 1976 U.S. economic outlook and the changing world economy; the world agricultural situation and outlook and the outlook for U.S. agricultural trade; the outlook for food supplies and prices; the outlook for USDA food programs; projections with regard to the cost of producing agricultural commodities; women in agriculture and the implications of International Women's Year on agricultural extension work; and commodity outlooks for wheat, rice, feed grains, seeds, fats and oils, livestock and meat, poultry and eggs, products, fruits and tree nuts, vegetables, timber products, cotton, sugar, and corn sweeteners. A variety of topics in family living were also explored, including: clothing and housing, family expenditures, the impact of inflation on living trends affecting the family, use of energy by priorities for USDA research to meet family needs, diet or food stamp families, and the Nutrient Data Bank.

264

1975 Food Price Study, Part 2: A Questionnaire Approach to Determine Food Price Factors. 75-S582-15. December 1975. 294 pp.
Report to the Senate Select Committee on Nutrition and Human Needs.

Organization Concerned: Massachusetts: Special Legislative Committee on Food Pricing and Marketing Procedure of Food Chains.
Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: Consumer Protection Act, Massachusetts General Laws, ch. 93, para. 1-2. H. 6581, Massachusetts Legislature. Fair Trade Law, Massachusetts General Laws, ch. 93, para. 14.

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A questionnaire was developed to elicit price information from meat packers and retail outlets, but these members of the food industry continued to be reluctant to answer questions. It was believed that the questionnaire approach could result in two significant advantages: specific breakdowns of data and a clear picture of the practice of market leaders within specific relevant markets as distinct from industry averages in general. Budget constraints precluded the use of subpoenas to force answers from the industry. A Massachusetts government questionnaire sent to grocery store chains met with the same resistance as the congressional questionnaire. (Author/SS)

265

1975 Food Price Study, Part 3: Concentration in the Beef Industry. 75-S582-16. December 1975. 22 pp.

Report to the Senate Select Committee on Nutrition and Human Needs.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Authority: United States v. Von's Grocery Co. (384 U.S. 270).

The relationships between price and slaughter in two wholesale beef markets were compared reflecting conditions in two time periods: January 1970 to mid-1971 and 1974. The market relationship compared were between live price and slaughter and between carcass price and slaughter. Analysis of the data was complicated by statistical aberrations. Included is an analysis of the effect of grain price on live cattle prices and a comparison of market relations in rising and falling markets. Data were collected from: Omaha live prices for 1,100 to 1,300 pound steers, statistics of Federally inspected U.S. slaughter of cattle, National Provisioner carcass prices for yield grade three 600 to 700 pound steers, the price of no. 2 yellow grain on the Chicago market, and retail prices determined for use in the computation of USDA beef price spreads. (Author/SS)

266

1975 Food Price Study, Part 4: Economic Organization of the Milling and Bread Industry. 75-S582-17. December 1975. 39 pp. + 1 appendix (106 pp.).

Report to the Senate Select Committee on Nutrition and Human Needs.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

Bread prices have risen more rapidly in recent years than those for many other food items. Between 1967 and 1972, domestic shipments of bread-type flour rose 6.2%, and the value of shipments of all primary flour milling industry products rose about 3%. Capital expenditures were up 14.1%. The number of mills decreased by 18.7% overall. After a period of declining industry concentration, the share of the market for the largest millers increased rapidly. The overall increase in wheat flour production since 1967, combined with mill closings, seemed to indicate a greater rate of plant capacity utilization. The average value added to a bushel of wheat increased between 1963 and 1967. An examination of grain elevator ownership by the large milling firms revealed no significant trends. Profits could not be properly assessed. Several larger milling companies began to buy into other non-food related fields, and capital expenditures rose dramatically. The volume of sales of white pan bread has decreased, but the price increased. In each of three census years, members of a subindustry group accounted for 99% of all national sales of bread. Several instances of violations of antitrust laws were found. (Author/SS)

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1975 Food Price Study 5: A Preliminary Evaluation of USDA's Farm to Retail Price Spread Series. 75-S582-18 December 1975. 30 pp. + 9 appendices (19 pp.).

Report to the Senate Select Committee on Nutrition and Human Needs.

Prepared by the Staff of the Senate Select Committee on Nutrition.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs

In recent years there has been a rapid rise in food prices with an accompanying increase in the spread or difference between prices received by farmers and prices paid at the retail level. In 1972, an annual market basket for a family of four was estimated to cost \$1,310.82. By 1974, this figure increased by 33% to \$1,749.56. During the period from January 1974 to March 1975, farm values decreased from 185.7 to 170.5 (based on a 1967 index), while retail costs increased from 155.5 to 168.5. The Department of Agriculture has attempted to explain the increased costs and profits at the processing, wholesaling, and retailing levels, but estimates on spreads involve many uncertainties. Cost components of the following product groups were chosen for analysis: beef and pork, including assembly, processing, and wholesaling; bread, including millers and baker/wholesaler and retail spreads; apples, including packing, wholesaling, and retailing; potatoes; fresh milk; and butter, including farm value, manufacturing and wholesale, and retailing. (HTW)

268

Do Retail Food Prices Adjust to Farm Price Changes without Undue Lag? A Report on the Data Available and Required to Answer That Question. 75-H162-3. 1975. 12 pp. + appendix (7 pp.).

Report to the House Committee on Agriculture: Domestic Marketing and Consumer Relations Subcommittee.

Organization Concerned: Federal Trade Commission; Department of Agriculture: Economic Research Service; Council on International Economic Policy.

Congressional Relevance: House Committee on Agriculture: Domestic Marketing and Consumer Relations Subcommittee.

There is congressional interest in information regarding how retail food prices respond to changes in farm prices, and in particular, where in the food marketing chain the lags occur between changes in the farm price of commodities and comparable changes in the retail price paid by the consumer. Data presently collected by the Government are not sufficiently specific or timely to allow meaningful interpretation of price changes and profit margins throughout the system and, therefore, to determine when undue lags in price adjustments occur. The minimum data needed are gross margin data collected on specific foods at each stage of the food marketing chain where significant pricing discretion is exercised. There are several problems relative to industry's ability and willingness to report the data necessary for computing gross margins. These problems include confidentiality of data, availability of data in the form needed, and costs of data reporting. The Economic Research Service is the logical agency to assume primary responsibility for expanded data collection. The line-of-business reporting program of the Federal Trade Commission, while useful in fulfilling the antitrust enforcement responsibilities of that agency, could not be readily adapted to the detailed monitoring needs required. There is a need for expanded data collection on beef and pork margins. The collection of new data on beef and pork should be instructive for decisions about expanding new techniques of data collection to other foods. (SW)

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Food Industry Studies. 76-S582-2. January 1976. 507

Report prepared by the staff of the Select Committee on Nutrition and Human Needs, United States Senate.

Organization Concerned: Department of Agriculture

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

The Senate Select Committee on Nutrition and Human Needs drafted in-depth questionnaires on the wholesaling and retailing of beef in an effort to investigate the reliability of present data bases and to obtain data on price factors. However, industry officials in general offered only aggregated information which cannot provide an adequate basis for assigning costs factors. A questionnaire prepared by the Special Commission Relative to the Pricing and Marketing Procedures of Grocery Store Chains in the Commonwealth of Massachusetts was also resisted by industry officials. Both of these questionnaires are printed without the requested data. An analysis of the monthly changes in the retail costs, and the farm-to-retail "spread" of a market basket of food for the period January 1974 through March 1975 showed that, while farm values decreased, retail costs increased. This caused the difference between the prices which farmers received and the prices paid by consumers at the retail level, or the "spread," to increase substantially. A major shift has occurred in recent times with respect to the size of the "spread" figures. Specific cost increases, such as those for energy, labor, and packaging, have had a significant impact on the food processing and retailing industries. It is necessary to acquire more reliable figures in order to develop a clearer picture of the varying nature of each segment of the food industry and greater understanding of the responsibility for and justification of rising food costs. (SC)

270

Survey of Retail Food Industry Pricing Practices. Summary Results of Consumer Shopping Behavior Pricing Study. 76-S262-9. May 26, 1976. 69 pp.

Report to the Senate Committee on Commerce.

Printed at the direction of Sen. Warren G. Magnuson, Chairman, Senate Committee on Commerce.

Congressional Relevance: Senate Committee on Commerce

Authority: Price Disclosure Act; S.997 (94th Cong.) Fair Packaging and Labeling Act.

A letter of inquiry was sent to the retail food industry requesting information on the use of automated check out systems, current limitations on item pricing, and planned elimination of item pricing. Responses from about 50 grocery chains are included. The results of a Consumer Shopping Behavior Pricing Study conducted by researchers at Michigan State University and the University of Vermont for the Ad Hoc Committee of the Grocery Industry for the Development of the Universal Product Code (UPC) indicated that there are significant negative impacts on the consumer concurrent with the removal of individual item pricing in food products. There were significantly fewer price comparisons made in UPC-Scanner Prices Off stores than in conventional stores and significantly increased price awareness in conventional stores. The public Policy Subcommittee of the Ad Hoc Committee on the Universal Product Code issued a statement following the conclusion of the study recommending that all stores retain traditional methods of item pricing. Most of the chains responding to the retailers' questionnaire indicated that they would retain unit pricing indefinitely. Comments by the retail food industry's trade association and a copy of the staff working draft of S. 997 (94th Congress), a bill to amend the Fair Packaging and Labeling Act to require the disclosure of retail unit prices of consumer commodities are included. (SC)

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Costs of Producing Milk in the United States, 1974. 76-S162-12 June 11, 1976. 15 pp. + 8 appendices (58 pp.)
Report to the Senate Committee on Agriculture and Forestry.
Prepared by the Economic Research Service of the U.S. Department of Agriculture

Congressional Relevance: Senate Committee on Agriculture and Forestry
Authority: Agriculture and Consumer Protection Act of 1973 (P.L. 93-86)

The Economic Research Service conducted a survey of dairy farmers in 24 major milk-producing areas to obtain information for estimating the average cost of producing milk in 1974. Several estimates of average costs per cow milked and per hundredweight of milk were computed, based on different methods of valuing feed and land. Two methods were used to value homegrown feed fed to dairy livestock, at the cost of producing the feed and at average prices received by the farmers. Two methods were used to value owner-operated land: current value for agricultural use and average acquisition value. Direct costs averaged \$6.74 per hundredweight of milk valuing homegrown feed at cost of production and \$7.61 per hundredweight valuing feed at prices received by farmers. An imputed management charge and overhead costs averaged \$1.32 per hundredweight. Imputed land allocations, depending on the method used, were an additional \$0.52 of \$0.99 per hundredweight. The average price received for milk in 1974 as reported by the farmers surveyed was \$8.39 per hundredweight. Direct costs varied widely among subregions, ranging from \$5.54 in Minnesota to \$9.24 in Florida. Feed comprises the largest component of direct cost, averaging \$3.57 per hundredweight when valued at costs of production. The second largest component of cost is labor, which averaged \$1.23 over all subregions and ranged from \$0.75 to \$1.63. The remaining one-fourth of direct costs is composed of building and equipment costs, interest and depreciation on livestock investment, interest on operating capital, and miscellaneous costs. (Author/SC)

272

Food Information Systems: Summary and Analysis, 1965-1976. August 1976. 76 pp. + 4 appendices (9 pp.).
Report to Rep. Olin E. Teague, Chairman, Office of Technology Assessment: Technology Assessment Board.
Prepared by the Office of Technology Assessment of the U.S. Congress.

Organization Concerned: Department of Agriculture; United Nations: Food and Agriculture Organization.
Congressional Relevance: Office of Technology Assessment: Technology Assessment Board.

The major food information systems are operated by the U.S. Department of Agriculture (USDA) and the Food and Agriculture Organization of the United Nations (FAO). The systems maintained by individual countries, international organizations, and the private sector either are limited to their specific needs or use USDA and/or FAO data as their benchmark. The Foreign Agricultural Service, Economic Research Service, and Statistical Reporting Service are the key USDA units responsible for operating national and worldwide systems. Some of the improvements made in these units since the apparent informational breakdown of 1972-1973 included modifying the agricultural attache system, improving staff analytical competence, upgrading publications and eliminating duplication, attempting to get better information on the Soviet food situation, releasing more timely crop forecasts, collecting data from new areas, and using modeling and remote-sensing technologies. Deficiencies which persist include: poor national information systems upon which USDA must depend; collection of inadequate and/or obsolete data;

inadequate analysis, especially by the overseas network of agricultural attaches; and USDA's fragmented organizational structure which hinders effectiveness and promotes institutional conflicts of interest. The principal improvement in the FAO system has been the increased attention being given to the establishment of an Early Warning and Agricultural Information System. The United States can play a key role in helping FAO and the developing countries to improve their information systems. (Author/SC)

273

Marketing Alternatives for Agriculture: Is There a Better Way? 76-S162-10. November 1976. 109 pp.
Report to Sen. Walter D. Huddleston, Chairman, Senate Committee on Agriculture and Forestry: Agricultural Production, Marketing and Stabilization of Prices Subcommittee.

Organization Concerned: Department of Agriculture.
Congressional Relevance: Senate Committee on Agriculture and Forestry. Agricultural Production, Marketing and Stabilization of Prices Subcommittee.

An ad hoc committee of 26 agricultural economists from land grant universities and the U.S. Department of Agriculture was formed to assess the question, "Is there a better way for farmers to market their products?" The initial paper in the collection attempts to identify the real or imagined concerns that farmers, agribusiness, and the public have about the marketing system. Each of the 10 papers then discusses one or more specific policy issues which could affect substantially the market options open to farmers. Some proposals involve rather narrow and specific proposals of interest to a few commodities; others propose sweeping changes which could affect everyone in the economy. Some of the proposals suggest making the competitive open market work better, while others, in effect, suggest abandoning the competitive open market through the development of farmer group action and market power. Most of the proposals focus mainly on the domestic market, although one proposal considers the possibility of a more centralized control of export trade. Three papers suggest institutional arrangements designed to improve market access, increase and improve the amount of information available concerning markets to farmers, and improve the process of price determination. The market institutions discussed in five papers would involve group action and, in some cases, substantial changes in legislation to make more group action possible. (SC)

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1977 U.S. Agricultural Outlook. 75-S162-18. December 10, 1976. 445 pp.
Report to the Senate Committee on Agriculture and Forestry.
Papers presented at the National Agricultural Outlook Conference, Washington, D.C., November 15-18, 1976.

Organization Concerned: Department of Agriculture.
Congressional Relevance: Senate Committee on Agriculture and Forestry.
Authority: Farm Bill of 1977. National Environmental Policy Act of 1969. Morrill Land Grant College Act. Federal Farm Loan Act. Smith-Lever Act of 1914. Agricultural Adjustment Act of 1933. Agricultural Marketing Act of 1929. Soil Conservation and Domestic Allotment Act of 1936. Agriculture and Consumer Protection Act of 1973. Agricultural Act of 1949.

The National Agricultural Outlook Conference is sponsored annually by the U.S. Department of Agriculture to provide farmers and those serving farmers, and those who process and market farm products with up-to-date information on prices, production, input sup-

plies, and demand. The conference also projects the direction and magnitude of agricultural trends for the coming year. The overall topics which were addressed in the 1977 conference on the national agricultural outlook were: U.S. economic and agricultural outlook; food-supplies, demand and consumption; agricultural inputs and productivity; U.S. agriculture in the world; U.S. agricultural policy; commodity outlook and family living. This conference also dealt with the interrelationship of formerly distinct policy areas of agriculture, domestic food, and foreign food. (SW)

275

Costs of Producing Selected Crops in the United States: 1975, 1976, and Projections for 1977. 77-S162-1. January 21, 1977. 46 pp.

Report to Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture and Forestry.

Prepared by the Economic Research Service, U.S. Department of Agriculture.

Congressional Relevance: Senate Committee on Agriculture and Forestry.

Authority: Agriculture and Consumer Protection Act of 1973 (P.L. 93-86).

While farm product prices have been relatively favorable in recent years, the cost of producing the Nation's food supply is of continuing importance. A comprehensive program of research on cost production is carried out by the Commodity Economics Division of the Economic Research Service. Data for the cost of production estimates come from a variety of sources, but the primary source for major crops is the 1974 survey of over 4,000 producers. Production costs vary significantly over time, from farm to farm, and across States and regions. In 1976, changes in per acre production costs from 1975 levels varied from an 8% increase for cotton to a 2% decrease for corn. In general, declining fertilizer prices helped offset cost increases for most other input items. Yields per plant acre in 1976 were below 1975 levels for all crops except cotton. Because yields decreased relatively more than costs, unit costs increased for all of the 10 crops examined. Per planted acre costs are expected to increase for all ten commodities in 1977 over a projected range of from 4% to 7%. Slight reductions in per unit costs could occur for corn, grain sorghum, peanuts, and soybeans if projected planted acre yields are realized. Significant reductions in costs per bushel from 1976 could result for flax and oats. Per bushel costs of wheat and barley may be about the same. Slight increases in costs per unit for cotton and rice can be expected if projected yields materialize. (Author/SC)

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Costs of Producing Milk in the United States, 1975 and 1976. 77-S162-3. February 25, 1977. 45 pp.

Report to Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry.

Prepared by the Economic Research Service of the Department of Agriculture.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Senate Committee on Agriculture, Nutrition, and Forestry.

Authority: Agriculture and Consumer Protection Act of 1973 (P.L. 93-86).

Rapid increases and fluctuations in the prices of inputs used by farmers have increased the need for current and consistent information on the costs of producing major agricultural commodities. A comprehensive program of research on the cost of production is carried out by the Commodity Economics Division of the Economic

Research Service. Data for the cost of production estimates come from a variety of sources, but the primary source for dairy information is the 1974 survey of almost 1,600 producers. It cost an estimated weighted average of \$9.48 to produce a hundredweight of milk in the United States in 1975. The preliminary estimate for 1976 is \$9.40. The cost per cow, including replacement heifer costs, increased almost \$85 from 1975 to 1976. The cost per hundredweight decreased \$0.08. The average price received per hundredweight of milk, for the production areas covered by the study, was \$8.59 in 1975 and an estimated \$9.57 in 1976. The average return per hundredweight in 1975 to the operator and family's labor, management, and risk was \$0.99. In 1976, the estimated return to the operator was \$2.03. Direct costs, which include total feed costs and most cash costs, account for 64% of total costs. They varied widely among farms and regions, but averaged \$6.05 per hundredweight in 1975 and \$6.06 in 1976. Feed comprises the largest component of both direct and total costs, and labor costs are the second largest component. (SC)

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The Profit and Price Performance of Leading Food Chains, 1970-74. 77-J842-17. April 12, 1977. 82 pp. + 6 appendices (50 pp.)

Report to Rep. Richard Bolling, Chairman, Joint Economic Committee.

Congressional Relevance: Joint Economic Committee.

There has been a long-term trend towards larger and fewer stores and increased concentration in food retailing. Grocery chains have gained a steadily increasing share of grocery store sales, from 34% in 1948 to 57% in 1972. Taken together with increasing concentration among grocery wholesalers, the result is a relatively small and declining number of buyers who largely determine which products will gain access to supermarket shelves. The share of grocery store sales held by the largest retailers in metropolitan areas has also gradually but steadily risen. This is particularly important because competition among retailers as sellers occurs in local markets rather than in regional or national markets. The following factors have been found to be positively related to changes in market concentration: the number of large chains in a market; the entry of large chains by internal growth; entry by large chains and by large nongrocery store firms through acquisition of an existing grocery retailer; and horizontal mergers that increase the market share of the top four retailers in a market. Statistical analysis of chain profitability revealed that profits are significantly higher in markets where a few firms control most grocery store sales. The analysis also found that when a chain has a dominant share of a market, it enjoys substantially higher profits than in markets where it has small shares. There is strong evidence that "monopoly overcharges" are likely in markets that are dominated by one or two firms and/or where sales are highly concentrated among the largest four firms. (Author/SC)

278

Conservation of the Land and the Use of Waste Materials for Man's Benefit. 75-S162-16. May 25, 1977. 69 pp.

Report to the Senate Committee on Agriculture and Forestry.

Congressional Relevance: Senate Committee on Agriculture and Forestry.

Authority: P.L. 92-500.

The acreage in cropland in the United States is increasing, and most cropland is being used more intensively, particularly by increased use of row crops. As a result, exposure of the soils to erosion is increasing. Land that has been shifted from agricultural use to the open market is often of high quality. Planning and legislation may be

required to insure that the long term interest of the public is given consideration in land use decisions. In developing and implementing agricultural land use policy, the nature and diversity of soils, water availability, climatic conditions, and the potential contributions of interested and affected citizens should be given consideration. Soil erosion creates a serious sedimentation problem which pollutes surface waters. Some of the highest sediment yields come from the most productive and most intensively cultivated soils. Actions are needed that will promote the beneficial use or increased efficiency of use of sewage sludges and animal manures. The land remains the most viable alternative for disposition of the waste products through land-fill or application to croplands. The heavy-metal content of animal manures does not usually create a problem with land use, whereas the heavy metals in sewage sludges represent a potential hazard for long term use. Both materials create odors and nuisances if improperly managed. Research data have demonstrated that properly treated or processed animal manures can be effectively used to feed animals. No harmful effects are imposed on people or livestock through the use of animal manures as feed (SW).

INTERNATIONAL FOOD

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Impacts of Domestic and Foreign Food Programs on the U.S. Agricultural Economy 73-S582-1. October 1973. 18 pp.

Report to the Senate Select Committee on Nutrition and Human Needs

Prepared by the Economic Research Service, Department of Agriculture

Organization Concerned: Department of Agriculture; Department of Agriculture Economic Research Service.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs

Authority: Food Aid Act (P.L. [83]-480). Food Stamp Act. Food for Peace Act of 1966. S. Res. 157 (93rd Cong.).

Foreign food programs, in addition to serving humanitarian purposes, have provided economic inputs for developing more viable economies in many nations and opened new trade channels for U.S. agricultural producers. Foreign and, to a lesser extent, domestic food distribution programs have provided outlets for more than \$20 billion in foods acquired through price stabilization and surplus removal programs, benefiting both the U.S. farmer and consumers at home and abroad. With bonus food stamps increasing food expenditures of low income families by at least \$1 billion or more annually and approximately \$900 million being spent for free or reduced-price school lunches, it appears that total demand expansion from the domestic programs may approach 2% of total U.S. food expenditures. Producers of meat, other protein foods, fruits, vegetables, and milk appear to be the primary beneficiaries of expanded domestic demand resulting from current types of domestic food programs. Impacts extend over the full spectrum of food production including added requirements for feedstuffs needed in producing the increased amounts of animal products. Rice producers appear to benefit relatively more than other commodity producers from foreign food programs, with over one-third of the domestic rice supply being exported under those programs. The quantity the farmer produces and the price he receives often are determined largely by price support program criteria which are affected by food program operations. Impacts on the agricultural economy would be readily discernible only if food programs were discontinued without replacement. (Author/SW)

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U.S. and World Food Security. 74-S162-6. March 15, 1974. 71 pp. Report to the Senate Committee on Agriculture and Forestry: Agricultural Production, Marketing and Stabilization of Prices Subcommittee.

Congressional Relevance: Senate Committee on Agriculture and Forestry: Agricultural Production, Marketing and Stabilization of Prices Subcommittee.

The medium-term food outlook for the world has never been so unpredictable and potentially unstable. As a safeguard against uncertainties, a more systematic world food security policy and a closer coordination of national adjustment, food aid, and stock policies are required. U.S. grain reserves are by far the lowest since World War II, and carryover stocks are dwindling and are expected to go even lower. The current issues are whether stocks should be stabilized within some boundaries and how to accomplish this. If the U.S. is to reap the advantages of being a major supplier to the world grain market and avoid the disadvantages, it must develop a food and agriculture policy which enables it to sustain and increase its export sales while at the same time insulating itself from adverse worldwide market forces. Trends in U.S. and global grain production since 1950 are analyzed to find relationships between size of stocks, proportion of shortfalls that could have been met, and storage costs. The world food and agricultural situation is balanced precariously between a little too much and a little too little, "feast or famine," and it is impossible to predict the supply-disposition situation beyond the current crop year. The World Food Conference, scheduled for November 1974, offers an opportunity to plan cooperative action toward minimum world food security, including food aid and disaster relief; the success of the Conference will depend upon how effectively the involved governments cooperate in turning a proposal into an effective system. (DS)

281

National Nutrition Policy: Selected Papers on Food Security and Availability. 74-S582-21. June 1974. 19 pp.

Report to the Senate Select Committee on Nutrition and Human Needs; by Emma M. Blacken, Analyst, Congressional Research Service.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

In the first of four papers included in this working paper, Addeke H. Boerma, "Solving the World's Food Problem," urges swift action to insure sufficient food for the world's population to lead healthy, active lives. He recommends extensive population control, globalization of food production, and increased foreign aid. The second paper, "Global Food Insecurity," by Lester R. Brown, is a discussion of increasing world affluence and population effects on food supply. The author comments on the possibility of a period of drought in North America causing extreme food shortages. The third paper is a "Declaration on Food and Population" presented to the United Nations, and contains an outline of the food problems of the world. The final paper, by David Spurgeon, entitled "The Nutrition Crunch: A World View," is a commentary on the withdrawal of grain supplies from the world food supply to feed animals which will raise grain and meat prices. Also discussed are the climatic and environmental changes which affect food production. (Author/SS)

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The World Food Conference: Selected Materials for the Use of the U.S. Congressional Delegation to the World Food Conference, Rome, Italy, November 5-16, 1974; 74-S162-20. October 30, 1974 378 pp
Report to the Senate Committee on Agriculture and Forestry: Foreign Agricultural Policy Subcommittee.

Organization Concerned: Department of Health, Education, and Welfare; United Nations: Food and Agriculture Organization; Agency for International Development.

Congressional Relevance: Senate Committee on Agriculture and Forestry: Foreign Agricultural Policy Subcommittee

Authority: P.L. 83-480

The present world food crisis suddenly emerged in a pronounced form in 1972; it was the first time in more than 20 years that the output of food in the world declined. In particular, world output of cereals fell by a large amount, 33 million tons. It was also the first time in recent decades that adverse weather affected production in several parts of the world. The tight food situation was accentuated by a boom in economic activity in the developed countries which led to a high demand for commodities. With dwindling food reserves, the food aid programs to developing countries were cut. There was also a fertilizer shortage which was related to the rise in petroleum prices in late 1973. To meet the contingency of a worldwide food shortage, the U.N. Food and Agriculture Organization has endorsed the proposal to build up a worldwide network of national stocks of cereals. There is also a need to establish an emergency reserve, mainly of cereals, to be used when acute shortages occur in a particular country or region. The worldwide food information system needs to be strengthened in order to have notice of possible local food crises. Existing nutritional programs to countries whose people are malnourished should be given high priority. The vital demand for fertilizer in developing countries should be met by specific measures to bring about a better balance between growing demand and supply. Food production needs to be expanded more rapidly in developing countries. The import financing problems of most developing countries need to be dealt with, perhaps by price stabilization schemes and trade barrier reduction. (SW)

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Global Commodity Scarcities in an Interdependent World. 74-H382-44. 1974. 36 pp.

Report to Rep. Thomas E. Morgan, Chairman, House Committee on International Relations.

Report by the Subcommittee on Foreign Economic Policy of the House Committee on Foreign Affairs.

Organization Concerned: Organization of Petroleum Exporting Countries.

Congressional Relevance: House Committee on International Relations; House Committee on International Relations: International Economic Policy and Trade Subcommittee.

An inquiry into global commodity scarcities focused on supply deficiencies and increased prices of petroleum, other minerals, and food. Artificially contrived petroleum cutbacks by the Organization of Petroleum Exporting Countries (OPEC) have contributed to recession and balance of payments problems, with the most serious impact on less developed countries. Although the formation of OPEC-type cartels seems to be unlikely, exporting nations have taken actions to raise world commodity prices. There are differences of opinion as to whether scarcities are due to long term depletion of the world's resources. Market adjustments may involve time lags with disproportionate impacts on low income groups. Action should be taken by the United States dealing with: access to supply, research and development of substitutes, formation of international institutions for recycling petrodollars, reconstitution of the strategic U.S.

Food

stockpile, improved detection of shortages, technical assistance to improve agricultural productivity, population control programs, international food reserves, and improved monitoring of farm exports. (HTW)

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World Food Conference, 74-H382-1 1974. 16 pp

Report to Rep. Thomas E. Morgan, Chairman, House Committee on International Relations; by the Special Mission to Europe, November 6-17, 1974, House Committee on Foreign Affairs.

Congressional Relevance: House Committee on International Relations.

Authority: P.L. [83]-480.

The special mission attended the World Food Conference held in Rome from November 5-16, 1974, with Congressmen Clement Zablocki and Pierre S. duPont serving as congressional advisers to the U.S. delegation. Agreement was reached at the Conference on the need for increased food production and priorities to be given to agriculture. Participants at the Conference approved a fund for aiding developing countries to expand food production, recommended a commitment by donor countries to food aid of at least 10 million tons of grain a year, and endorsed international cooperation for setting up grain reserves. They decided on establishment of a global information and early warning system and stressed the need for eliminating trade barriers. The conference called for creation of a World Food Council to provide coordination. To meet immediate needs, the mission believed that the United States should provide increased food aid for short-term emergencies. Disagreements about U.S. emergency food aid centered on the levels of shipments and on how much food should be allocated according to humanitarian needs and how much on the basis of political considerations. The mission recommended; meeting urgent hunger needs, efforts to enlist the aid of food exporters and nations who can contribute financially, follow-through action on Food Conference recommendations, efforts to increase agricultural production, and a basic review of #P.L. 480 legislation to determine what changes may be needed to update the U.S. food aid system. (HTW)

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Hunger and Diplomacy: A Perspective of the U.S. Role at the World Food Conference. 75-S162-6. February 4, 1975. 14 pp. + 7 appendices (154 pp.).

Report to the Senate Committee on Agriculture and Forestry: Foreign Agricultural Policy Subcommittee.

Organization Concerned: Department of Agriculture; United Nations.

Congressional Relevance: Senate Committee on Agriculture and Forestry; Foreign Agricultural Policy Subcommittee.

Authority: P.L. [83]-480.

The World Food Conference was held in Rome, Italy, November 5-16, 1974. A framework was developed for concerted international action on the food problem, and U.S. objectives were almost completely achieved. The World Food Council will be a high level, limited-membership United Nations (UN) organ charged with overall review of followup action in all food policy areas. While assigned a coordinating role, it will have no authority beyond morality to force action on the part of governments of UN bodies. A global information and early warning system on food and agriculture was agreed to by the conference. The system would provide nations with timely and improved information on anticipated crop and stock levels, weather difficulties, unusual demand, and other factors affecting

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world food availability. A system of nationally held but internationally coordinated food reserves was proposed. A proposal was endorsed calling for the establishment of a global network of nationally held grain reserves, entailing the negotiation of rules and guidelines for national stock holding policies, access to grain supplies, international consultations and exchange of information. A recommendation was adopted providing that food aid donor countries should make all efforts to provide food commodities or the financing of food commodities to insure the availability of ten million tons of food assistance annually to the developing world. Developing countries were asked to reorder their programs, priorities, and farmer incentives to stimulate their domestic food production. (SW)

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Famine Prevention and Freedom from Hunger. 75-H382-38. August 15, 1975. 39 pp.
Report. Portions of the Report of the House Committee on International Relations.

Organization Concerned: Agency for International Development.
Congressional Relevance: House Committee on International Relations

Authority: International Development and Food Assistance Act of 1975, H.R. 9005 Foreign Assistance Act of 1961, P.L. [83]-480.

H.R. 9005 seeks to consolidate the gains of the reform of the foreign aid program passed by Congress in 1973 by: giving the Agency for International Development further guidance in carrying out the "New Directions" mandate; eliminating or reorienting funding categories which represent more traditional approaches to development aid; integrating "New Directions" policy into overseas distribution aspects of the P.L. 480 food aid programs; and providing an identification for the program apart from military assistance and short-range political aid. Innovations in the bill would: use the capabilities of America's agricultural universities for providing results of research to small farmers in developing countries; give clearer focus and a special source of funding for aid to disaster victims; help countries solve their energy problems; and expand efforts to develop and disseminate "intermediate technology" for less-developed countries. The bill would add to the Foreign Assistance Act of 1961, title XII, Famine Prevention and Freedom from Hunger. Sections under Title III, Development Assistance, deal with policy, nutrition, foreign currencies, loans, agricultural research, population planning, technical assistance, energy research, education, human resources development, reconstruction, the role of women, hospitals, housing, and reimbursable programs. (HTW)

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The U.S. Proposal for an International Grain Reserves System. 75-H382-60. November 1975. 9 pp. + 3 appendices (9 pp.).
Report to Rep. Thomas E. Morgan, Chairman, House Committee on International Relations; by a Staff Study Mission to the September 29-30, 1975 meeting of the International Wheat Council Preparatory Group.

Organization Concerned: International Wheat Council Preparatory Group.

Congressional Relevance: House Committee on International Relations.

Authority: H.R. 9005 (94th Cong.) H. Res. 1399 (93rd Cong.).

Because of concerns over world food shortages, the United States has adopted a position favoring negotiation of an international food reserve system provided that each country could choose its own method for holding and controlling reserves. The Preparatory Group

was established to consider possible bases for an agreement to replace the present International Wheat Agreement. The principal features of the U.S. proposal to the Preparatory Group were: reserves totaling 30 million metric tons of wheat and rice in excess of working stocks would be established; each participating nation would be responsible for holding an equitable share and would pay for costs of managing reserves; reserves would be built up or released according to guidelines for coordinated action; shortage situations would be met first through a warning stage and then, if necessary, through release of reserves; participants would receive assured access to reserves; and developing countries would receive aid. No estimates of the cost to the United States of this system have been made public, but advantages and increased price stability would result from spreading costs of reserves among nations. Many problems remain in reaching international agreement, but the United States can encourage progress by reaffirming its position and focusing public attention on issues impeding progress. (HTW)

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The United States, FAO and World Food Politics: U.S. Relations with an International Food Organization. 76-S582-8. June 1976. 68 pp. 4 appendix (7 pp.).

Report to the Senate Select Committee on Nutrition and Human Needs.

Organization Concerned: United Nations: Food and Agriculture Organization.

Congressional Relevance: Senate Select Committee on Nutrition and Human Needs.

As the world's largest agricultural producer, the United States should play a more active role in combating worldwide hunger and malnutrition. The Food and Agriculture Organization (FAO) of the United Nations was established to raise levels of nutrition and standards of living, to secure improvements in the efficiency of production and distribution of food and agricultural products, to better the condition of rural populations, and to contribute to an expanding world economy and strive to assure freedom from hunger. For such international organizations to be effective, they must work together with national governments to create a global strategy to combat hunger and malnutrition through increased food production. This is not being done at present. The United States has no coherent, rational, and explicit policy consisting of goals, objectives, and priorities for FAO and for the United States as a member of FAO; instead, it has fragments of policy which tend to be situation- or issue-specific and negative rather than positive and creative. The U.S. has supported FAO and its programs in general, but only so long as it does not expand too rapidly or become too expensive. Americans participate in FAO at many different levels and in many different ways, ranging from taking part in the governing bodies and their committees to working in the field in developing nations. In general, U.S. policy-making apparatus has not adapted to FAO's changing role, its growth in size and financial resources, and its increasing importance as a development-oriented agency. (DS)

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American Foreign Food Assistance: Public Law 480 and Related Materials. 76-S162-15. August 13, 1976. 43 pp.

Report to the Senate Committee on Agriculture and Forestry.

Organization Concerned: Agency for International Development; Department of Agriculture.

Congressional Relevance: Senate Committee on Agriculture and Forestry.

Authority: Agricultural Trade Development and Assistance Act of 1954 (P.L. [83]-480) International Development and Food Assistance Act of 1975.

America's foreign food assistance is provided under the authority of Public Law 480, popularly called the Food for Peace program. Under title I of the law, the Commodity Credit Corporation makes loans on highly favorable terms to finance the sale of U.S. agricultural commodities to developing nations. Title II provides authority for the President to buy American farm products and donate them to American voluntary agencies, the World Food Program, or to foreign governments for distribution to needy individuals abroad. The objectives of the Food for Peace program are: expanding international trade; developing and expanding overseas markets for American farm products; preventing or alleviating malnutrition and hunger throughout the world; encouraging economic development and improving food production in less developed countries; providing an additional outlet for the products of American farms and ranches, especially in times of surplus; and advancing the objectives of American foreign policy. Exports under P.L. 480 agreements in the past have increased overall U.S. agricultural exports when there has been a need to do so. In recent years, P.L. 480 shipments have leveled off at about \$1 billion, down from a high of \$1.5 billion in the mid-sixties. However, considerably smaller quantities are being shipped due to substantially higher prices for the commodities programmed. Whereas the average annual volume of shipments between 1968 and 1972 was over 11 million metric tons, the average between 1973 and 1975 fell to about 5.5 million metric tons. (Author/SC)

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Implementation of Recommendations of the World Food Conference: A Report to Congress. 76-H462-3. December 1976. 77 pp.
Report to the House Committee on International Relations.
Submitted by the Agency for International Development.

Organization Concerned: Department of Agriculture; Agency for International Development; United Nations: Food and Agriculture Organization; Consultative Group on International Agricultural Research.

Congressional Relevance: House Committee on International Relations.

Authority: International Food and Development Assistance Act of 1975, § 213 (P.L. 94-161). Foreign Assistance Act, as amended. P.L. [83]-480, title I.

Delegates of 130 governments and representatives of international organizations and private agencies participated in the World Food Conference to adopt a common set of goals and objectives for the elimination of hunger and malnutrition and to agree on a range of measures designed to carry out these objectives. The U.S. Government played a leading role in structuring the conference and in formulating the action program described in 22 resolutions. Now, 2 years later, the world as a whole and the developing countries in particular have experienced 2 successive years of improved crop production. Food prices have eased, stocks are up, fertilizer and other agricultural inputs are more available, and their costs have stabilized or even declined. In part, these results reflect the productive efforts that the conference helped to mobilize. Overall, improved outputs have arisen primarily from more favorable weather conditions in a number of the main producing countries as well as in the large food deficit areas. U.S. foreign aid directed toward agricultural development has increased very substantially, and the International Fund for Agricultural Development was established to promote agricultural development. The focus of new development projects has been on the small farmer and rural development. The target annual average growth rate for developing countries has been set at 4%. Food aid to the developing countries, although slightly under the 10 million tons target set by the World Food Conference, has increased considerably; a major portion of the aid has been provided by the United States. (SW)

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Use of U.S. Food Resources for Diplomatic Purposes: An Examination of the Issues. 77-H462-6. January 1977. 66 pp. + 2 appendices (19 pp.).

Report to the House Committee on International Relations.
Prepared by the Congressional Research Service, Library of Congress.

Organization Concerned: Department of State.

Congressional Relevance: House Committee on International Relations.

Authority: Export Administration Act (P.L. 81-110; 50 U.S.C. App. 2401-13). Equal Export Opportunities Act (P.L. 92-412). P.L. 87-515 P.L. 89-63. P.L. 93-372. P.L. 93-500.

Food power is the diplomatic influence that a food-exporting country exercises over the decisions and activities of other nations either because of the control that the exporting country has over a specific market or segment of a market or as a concomitant to the ability of the food-exporting country to provide food aid to needy countries. The exercise of food power can take a number of forms, including diplomatic negotiating positions on terms of commercial agricultural trade, entering into long-term supply agreements, unilateral restrictions on or embargoing of exports to specific countries or regions, or various forms of food aid transfers to individual countries. Food power can be based either on market control or on the dependence of specific countries on food aid imports. As a result of its recent paramount position in world food markets for wheat, feed grains, and soybeans, the United States has had opportunities to exercise food power over specific countries based on market control. Recent opportunities for the exercise of food power by the United States have resulted primarily from world weather patterns rather than from U.S. administration policies or legislative action. With few exceptions, past limitations on export of U.S. agricultural commodities have not proven to be effective mechanisms for exercising food power. To use U.S. market control food power effectively in the future would require a major restructuring of existing mechanisms for the conduct of U.S. foreign agricultural trade in order to increase governmental control over the availability, pricing, and disposition of commodities. (Author/SC)

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Commodity Storage Conditions in Bangladesh. 76-S382-25. September 1977. 6 pp.

Report to the Senate Committee on Foreign Relations: Foreign Assistance Subcommittee; by Rudolph Rousseau, Staff Member.

Organization Concerned: Agency for International Development.

Congressional Relevance: Senate Committee on Foreign Relations: Foreign Assistance Subcommittee.

Authority: P.L. [83]-480.

During the first 9 months of 1976, the United States provided about 250,000 tons of Food for Peace wheat, rice, and soybean oil valued at more than \$50 million to Bangladesh. Knowledgeable observers in Bangladesh estimate that 100,000 to 200,000 tons of total food supplies will be lost to insects, rodents, and mold in the granaries of that nation this year. The physical cause of this unusually high level of food spoilage is that bumper domestic crops combined with a large volume of imported food are overtaxing the storage capacity and managerial capability of the Government of Bangladesh. Food stored in inadequate facilities has been exposed to the weather and pests. The Government has not been able to maintain the food stocks properly and has not adequately managed their rotation and distribution. This situation is the direct result of the policies followed by the Governments of Bangladesh, the United States, other donors, and international organizations. Although responsible officials of the Government of Bangladesh are aware that food is spoiling in Govern-

ment warehouses, the Government continues to maximise the importation of donated or concessionally financed food since the Government is fiscally dependent on this food. In 1976 about 40% of the national budget of Bangladesh derived from the domestic sales of imported food. For the Government of Bangladesh, the costs of spoilage of donated or concessional food are minimal compared with the financial and political implications of a food shortage. (SC)

FOOD POLICY

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International Food Reserves: Background and Current Proposals. 74-H382-39. October 1974. 22 pp. + 5 appendices (115 pp.). Report to the House Committee on International Relations: International Organizations Subcommittee. Prepared by the Foreign Affairs and Environmental Policy Divisions, Congressional Reference Service, Library of Congress.

Congressional Relevance: House Committee on International Relations: International Organizations Subcommittee.
Authority: Food For Peace Act of 1966 (P.L. 89-808). Agricultural Trade, Development, and Assistance Act of 1954 (P.L. 83-480). National Food Bank Act; S. 2577 (94th Cong.). Agricultural Adjustment Act of 1938, title III.

The serious world food situation, coupled with the 1974 drought and resulting poor grain harvest, has renewed anxiety over the possibility of a disastrous famine and has revived interest in the establishment of a coordinated world food reserve. Sharp reductions in forecasts of U.S. grain production indicate a worsening in grain balance in 1974-75. There exist now, and have existed in the past, various official and semiofficial organizations which have considered the question of world food reserves. The most recent of these are the World Food Program, established in 1962 to help carry out development programs and to meet emergency needs, and the Food Aid Convention, established in 1967 to provide grain to developing countries. In addition, the World Food Conference, whose purpose will be to strengthen world food security, is scheduled to meet in November 1974. The following international food reserve programs have been proposed: "World Food Security Proposal of the Director General of the FAO;" "Toward the Integration of World Agriculture: A Tripartite Report by 14 Experts from the European Community, Japan, and North America," "An International Grain Reserve Policy," "Feast or Famine: The Uncertain World of Food and Agriculture and its Policy Implications for the U.S.," "Declaration on Food and Population: A Call to Governments and People for Action by Concerned Citizens from Many Parts of the World," "World Food Authority Proposal of the Secretary General of the Pending World Food Conference," and "President Ford's Proposal Concerning International Food Reserves." (DS)

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Farm and Food Policy, 1977. 76-S162-15. September 15, 1976. 277 pp. Report to the Senate Committee on Agriculture and Forestry.

Organization Concerned: Department of Agriculture.
Congressional Relevance: Senate Committee on Agriculture and Forestry.
Authority: Agricultural Act of 1970, Agriculture and Consumer Protection Act of 1973, Capper-Volstead Act, Federal Agricultural Marketing Agreement Act of 1937, Agricultural Adjustment Act of 1938, as amended, Agricultural Act of 1949, as amended, Agricultural Act of 1970, National Wool Act of 1954, as amended, Food

Stamp Act of 1964.

Questions central to farm and food policy are addressed to assist Congress to prepare for legislative action on these issues, including U.S. Department of Agriculture recommendations concerning legislation to amend and extend basic farm support programs. The papers in this document address factors to be considered in developing a national food policy which can assure food for the future; the interrelationship of agriculture and the national economy; and the objectives of U.S. food and agricultural policy and the implications for commodity legislation. Reviews are included of general farm organizations, including the American Farm Bureau Federation, the National Farmers Organization, the National Farmers Union, and the National Grange; consumer organizations, including the American Freedom from Hunger Foundation, the Consumer Federation of America, and the National Consumers Congress; commodity organizations, including the American National Cattlemen's Association, The American Soybean Association, Great Plains Wheat, Inc., the Grain Sorghum Producers Association, the Midcontinent Farmers Association, the National Association of Wheat Growers, and others; and Federal emergency and disaster relief programs that affect the agricultural producer, agricultural marketing agreements and orders, and agricultural adjustment during the period 1933 through 1975. Information is provided on the legislative authority and program provisions for 1976 for specific commodities and on various commodities, including feed grains, wheat, cotton, soybeans, dairy products, peanuts, rice, and wool. (SC)

Appendix 2

Federal Information Sources and Systems on Food

Citations in this appendix are extracted from *Federal Information Sources and Systems; a Directory issued by the Comptroller General for the period through June 30, 1976.* (1977 Congressional Sourcebook Series) PAD-77-71 1977.

DEPARTMENT OF AGRICULTURE

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Administrative Services Division Leased Wire System.

OMB Funding Title/Code: Marketing Services / 12-2500-0-1-352.

Congressional Relevance: *House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.*

Data Base Reference: S-00204-001

Purpose: The leased wire system is utilized to gather and disseminate information on supplies, prices, demand, and movement of farm commodities. Through speeding the transmission of this information over the leased wire system, the market news program can help keep all parts of the farm production and marketing system equally well informed, keep products flowing to the markets where they are needed, and prevent unnecessary gluts and shortages and consequent wild price swings. The users of the system benefit directly by having timely information available upon which to base market decisions. **Input:** Marketing information is obtained by trained Federal or State reporters who visit trading points at the time of transactions or gather data by telephone. Information collected by these reporters is analyzed and sent immediately over the leased wire network. **Content:** This nationwide network consists of eight separate teletype circuits, carrying appropriate information: Eastern Livestock Circuit, Midwestern Livestock Circuit, Western Livestock Circuit, Eastern Fruit and Vegetable Circuit, Southern Fruit and Vegetable Circuit, Southern General Circuit, Central General Circuit, and Western General Circuit. The major information carried is prices paid for commodities, quantities traded, and supply and demand for each commodity. **Output:** The leased wire system provides reports of daily, weekly, monthly, and annual market conditions on a local, regional, and national basis. At local market news offices, national information received over the teletypewriter is integrated with local information. The information is disseminated to agricultural producers, handlers, and shippers by the news media as well as by mimeographed reports, telephone tape recorder, and telegraph. **Availability:** The information is publicly available.

Agency Contact: Administrative Services Division; 14th St. and Independence Ave. SW, Washington, DC 20250; (202) 447-2104.

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Agricultural and Rural Economic and Social Information.

OMB Funding Title/Code: Economic Research Service / 12-1700-0-1-352.

Congressional Relevance: *House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.*

Data Base Reference: S-00219-001

Purpose: The mission of the Economic Research Service is to develop and disseminate economic information for use by public and private decisionmakers concerned with the allocation and use of resources in agriculture and rural America. **Input:** Principal sources of data are the USDA's Statistical Reporting Service and the Bureau of the Census. ERS also uses a wide variety of data sources in carrying out its analyses. **Content:** The Service develops and maintains national and worldwide estimates of current resource use and availa-

bility, output and distribution of food and fiber, 2) identifies the interrelationships among economic forces, institutions, and governmental policies and programs affecting resource use, production and distribution of food and fiber; 3) develops short term forecasts and long-range projections of resource use, production and distribution of food and fiber for both probable and possible future events; 4) evaluates the performance of the food and fiber sector in meeting the needs and wants of consumers and goals of society concerning such matters as resource ownership and use, quantity and quality of goods and services, income and income distribution, and quality of life; 5) identifies probable and possible adjustments in the food and fiber sector and rural America and evaluates their economic and social impacts on all segments of society, 6) evaluates and provides planning assistance on the use, conservation, development and control of water and land resources as they affect economic growth and the environment; 7) maintains current information on the principal social and economic factors and their interrelationships affecting life in nonmetropolitan areas and identifies and evaluates alternative public and private actions which impact on these areas; 8) provides direct assistance and coordinates the USDA's program to aid agricultural development in lower income countries; and 9) disseminates economic information on a timely basis for use by individual consumers and decisionmakers in the food and fiber sector and rural areas. **Output:** Twenty-three separate periodicals are published; frequency of publication ranges from monthly to annually. Numerous other publications are produced each year to disseminate the research results. **Availability:** Any individual or organization is eligible to receive the Agency's publications.

Agency Contact: Economic Research Service; 500 12th St. SW, Washington, DC 20250; (202) 447-8066.

297

Agriculture On-Line Access (AGRICOLA).

OMB Funding Title/Code: National Agricultural Library / 12-0300-0-1-352.

Congressional Relevance: *House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.*

Data Base Reference: S-00217-002

Purpose: AGRICOLA (formerly CAIN On-Line) was established in 1973 as an on-line interactive bibliographic search and retrieval service to provide information on publications in the National Agricultural Library to scientists and researchers. It includes a family of data bases created by NAL; CAIN, FNIC, and AGECON (a data base created by the Economic Research Service, USDA). **Input:** Data are derived from cataloging-indexing records pertaining to books and journal articles acquired by the National Agricultural Library through purchase from publishers and dealers, gifts from individuals, societies, and other noncommercial sources, and exchange with foreign research organizations and governing bodies. **Content:** Records include NAL call numbers, ID number, title of article, language, author, journal title abbreviation, volume, number, pages, date, and type of document. Tapes are up-dated monthly. Geographic coverage is worldwide. **Output:** Principal products are the magnetic tapes issued monthly for sale. Derived from the sale tapes are the commercially published Bibliography of Agriculture and the National Agricultural Library Catalog. The tapes are also loaded in several commercial on-line information services which are used for current awareness service and retrospective literature searches. **Availability:** Monthly tapes are for sale; the data base is on-line with Lockheed Information Systems, Systems Development

Corporation, and Bibliographic Retrieval Services and can be searched by remote terminal. The data base can be queried onsite at NAL.

Agency Contact: Library Services; 10301 Baltimore Blvd., Beltsville, MD 20705; (301) 344-3834.

298

Apple Breeding System. 03

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352

Congressional Relevance: House Committee on Agriculture, House Committee on Appropriations, Agriculture and Related Agencies Subcommittee, Senate Committee on Agriculture, Nutrition, and Forestry, Senate Committee on Appropriations, Agriculture and Related Agencies Subcommittee.

Data Base Reference: S 00213-018

Purpose: This is a system that reports the progress in apple quality improvement. **Input:** Input comes from coding sheets, cards, magnetic tape, and data acquired from James M. Thompson, USDA-ARS, Byron, GA. **Content:** The system is geared for the southern apple producing areas. The file is updated annually, contains data back to 1963, and includes 10,441 accessions and 35 descriptors. These include Farm, Orchard, Row, Tree, Year Planted, Seed Number, Fruit Diameter, Fruit Depth, Fruit Form, Fruit Symmetry, Fruit Color, Color Pattern, Color Intensity, Maxim, Average, Russet, Appearance, Flower Color, Coarseness, Texture, Acidity, Aroma, Sweetness, PO Solution, Quality, Harvest Date, Scab Reaction, Cork Reaction, Bloom Year, Number Blooms, Bloom Date, Number Fruit, Generation, Boot-Canker Reaction, and Progeny. **Output:** Output is produced annually and includes all data collected to date. **Availability:** Output is for internal use only.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 13, Beltsville, MD 20705; (301) 344-3937.

299

ASCS Prairie Village Commodity Office

OMB Funding Title/Code: Commodity Credit Corporation Fund / 12-4336-0-3-351; Funds for Strengthening Markets, Income, and Supply / 12-5209-0-2-604.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00209-001

Purpose: The Prairie Village Commodity Office is to manage the grain, rice, processed commodities, and cotton inventory programs. These programs are necessary to carry out the mission of Commodity Credit Corporation (CCC). The cotton inventory system is a manual system. The processed commodities and grain and rice inventory systems are automated. The systems all record data relating to the acquisition, storage, handling, and disposition of commodities acquired by CCC. In the case of processed commodities, certain products may be purchased, processed, or repackaged. The information is utilized by managers at the commodity office and Washington Offices. Other data are sent to others outside the agency. The Prairie Village Commodity Office also supports Title II of Public Law 83-480 primarily for Office of the General Sales Manager and the Domestic Donation Programs for Food and Nutrition Service. **Input:** Input for grain, rice, and cotton acquisitions from CCC loans to farmers is provided by Data Systems Field Office. Other input is internal from documents submitted by bladders, transportation organizations, warehousemen, contractors, and processors. **Content:** Commodity acquisitions may occur anywhere in the United States. **Update and processing cycles** vary from daily to annually. The records relate to inventory description, inventory quantity and value,

bids, storage, handling, transportation, processing, packaging, and sales. Examples of elements in the system are the name of the commodity, where stored, quality factors, quantity, storage rates, handling rates, specifications for bids, submitted bid data, sale prices, summary totals of inventories, transportation data, loss in transit data, and accounting information. Operational program reports are prepared to control the day to day operations. These reports are primarily status reports on purchases made or to be made, inventory and merchandizing lists, deliveries, and the like. Program management reports primarily contain summaries of program activity. **Output:** Most reports are microfiche, microfilm, hardcopy computer printouts, or other hardcopy medium. Frequency varies from daily to annually. Most operational reports are weekly or monthly, and most management reports are monthly. **Availability:** Most output is available to the public under the Freedom of Information Act. Reports containing personal information about individuals are generally not available to the public. Trade secrets and commercial or financial information are not generally available to the public. None of the reports are classified.

Agency Contact: Data Systems Division; P. O. Box 2415, Room 5741-S, Washington, DC 20013; (202) 447-7561.

300

Bean Germplasm System. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-011

Purpose: The system records inventory of the world bean collection. The system contains historical information, taxonomic and agronomic data. The file is used by bean improvement scientists from all over the world. **Input:** The data are compiled by the USDA-ARS Western Regional Plant Introduction Station at Pullman, WA. **Content:** The content is international in scope. The file is updated periodically throughout the year. The file contains bean accessions developed from bean improvement programs throughout the world. The file contains 6,300 accessions and 43 descriptors. These include: P.I. Number, Prefix, Family, Genus, Species, Variety, Hybrid, Polidy, Country, Locality, Name, Plant Habit, Plant Size, Leaf Size, Petiole Size, Internode Length, Plant Erect, Plant Branch, Plant Stem Color, Flower Color, Flower Concentration, Flower Raceme Length, Pod Concentration, Pod Length, Pod Constrictions, Pod Curve, Pod Cross Section, Pod Fibre, Pod Wall Thickness, Pod Beak, Pod String, Pod Color, Pod Type, Seed Color, Seed Pattern, Seed Size, Maturity, Longitude Alpha, Longitude Degree, Latitude Alpha, Latitude Degree, Altitude, and Latitude Minutes. **Output:** A catalog is produced at intervals when sufficient data have been added. The multistep search capability is used to answer queries such as, "Please send the seed and list of information on all beans grown close to the equator and below 2000-foot elevation." **Availability:** Output is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 13, Beltsville, MD 20705; (301) 344-3937.

301

Brucellosis Indemnity Claims System (BICS).

OMB Funding Title/Code: Animal and Plant Health Inspection Service / 12-1600-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00205-001

Purpose: The system is to provide an automated data processing facility to keep track of slaughtered infected animals in order to indemnify their owners. The major functions of this system are to validate daily input data; merge new data into the master file; and produce audit listings, monthly reports, active animal ledgers, paid animal ledgers, available payment animal ledgers, and various control counts and numbers. **Input:** The data are derived from Veterinary Services reports of slaughtered brucellosis-infected animals and related test data and from the indemnity claims of their owners. **Content:** From July 1976 the master file contains a record for each animal branded as a reactor, including test number, herd number, county, date branded, date tested, date slaughtered, type slaughter, claim date, and paid date. The file is updated weekly. **Output:** Complete audit lists of all data are produced daily. The monthly output includes active animal ledgers, paid animal ledgers, and available payment animal ledgers. All documents filed by batch number can be retrieved by a computer listing of batch numbers. **Availability:** Output is used to meet internal information requirements, those of State Departments of Agriculture, and selected other agencies, e.g., Treasury Department, to whom indemnity payment forms will be mailed.

Agency Contact: Management Improvement Division; 6525 Belcrest Rd., Hyattsville, MD 20782; (301) 436-8058.

302

Crop and Livestock Estimates.

OMB Funding Title/Code: Statistical Reporting Service / 12-1800-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00221-001

Purpose: The system is to provide statistical and economic data on food and agriculture essential to farmers, processors, and handlers in making production and marketing decisions and to legislators, administrators, and others concerned with developing and administering programs. **Input:** The data are obtained through sample surveys of farmers and persons who do business with farmers. **Content:** The SRS administers the Department of Agriculture's program of collecting and publishing national and State agricultural statistics. It is also responsible for the coordination and improvement of the Department's statistical practices. Survey work performed for other Federal, State, and private agencies on a reimbursable or advance payment basis is also a significant part of the SRS program. The Service maintains a central office in Washington, DC, but a large part of the crop and livestock estimates program is carried out through 44 State offices serving the 50 States. Most State statistical offices are operated as joint State and Federal services through cooperative arrangements with various State agencies. Data are gathered on such subjects as field crops, fruit and vegetables, cattle, hogs, poultry, prices received by farmers, prices paid for commodities and services, indexes of prices received and paid, parity prices, farm employment, and farm wage rates. **Output:** Forecasts on approximately 150 crops and 50 livestock items are included in 500 national reports and 9,900 official reports issued each year. **Availability:** Reports of crops and livestock estimates are distributed to persons on mailing lists and in response to individual requests.

Agency Contact: Crop Reporting Board; 14th St. and Independence Ave. SW, Room 0233-S, Washington, DC 20250; (202) 447-2130.

Food

303

Crop Cancer. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee

Data Base Reference: S-00213-006

Purpose: This system is designed to create, maintain, and provide searches on a collection of plant parts and materials which have been sampled for the purpose of testing their resistance to cancer. Searches on this data base provide crop cancer researchers ready access to a collection of over 50,000 tests. **Input:** Input is from a shipping list prepared on the plants tested. **Content:** Updating is on a random basis, on the average of five times per year. **Output:** The reports are in hardcopy and are produced on an as-required basis. **Availability:** Output is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 408, Beltsville, MD 20705; (301) 344-3817.

304

Crop Diversification Matrix. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-002

Purpose: The system provides a worldwide crop diversity survey. The system depicts various areas in the world where crops are grown. Countries may access the file for potential crops. **Input:** Input comes from coding sheets. Data are compiled by James A. Duke, USDA-ARS, Beltsville, MD 20705. **Content:** The content is international in scope. The file contains current data only and is updated monthly if not weekly. The file has 33 descriptors on 25,000 accessions. These include: Family, Genus, Species, Location in Country, Longitude, Latitude, Altitude, pH of Soil, Annual Rainfall, Number Rain Days/yr, Relative Humidity, Min-Temperature, Max-Temperature, Mean-Temperature, Frost Days/yr, Langleys, Life Zone,

Data Base Reference: S-00211-001

Purpose: The system was created in response to the recordkeeping needs of the crop insurance program. The major functions of the system are to accept or reject applications for insurance, process acreage reports, bill insured producers, process indemnity claims for payment, maintain actuarial statistics, and produce various accounting and statistical data. **Input:** Data are derived from insurance applications, acreage reports, premium collections, claims, and indemnity payments. **Content:** The crop insurance system is a completely automated system for program services. Every acceptable application for insurance, addition of crops to an existing policy, renewed contract change, or cancellation of a policy submitted by a farmer is accepted by the computer system and a notice of acceptance or change issued from the National Service Office in Kansas City. Annual certification or reporting of planted acreage of each crop insured is processed through the system; premium dollars are computed and entered into accounts receivable; liability is calculated and stored for the preparation of annual statistical tables and analysis. Premium billing utilizes a turnaround scannable document. The County Office accounts receivable file (debt register) is also a scannable document to be transmitted with any premium payment. Principal subject matter areas in the files include contract number, name and address of insured, crop endorsements, acreage insured, accounts receivable, premium collections, indemnity payments, and statistical and actuarial data. **Output:** The frequency of system output varies with the particular output, but most internal records are updated weekly. Representative output is: Accounts Receivable Detail (Intermittently, on microfilm), Accounting Posting Media (Monthly, in hardcopy), Notice of Indemnity (Weekly, in hardcopy), Billing Summary (Weekly, in hardcopy), Summary of Protection (Weekly, in hardcopy), and Report of Contracts in Force and Crops Insured (Annually, in hardcopy). **Availability:** Output is not publicly available as it is primarily utilized to meet internal requirements of administering the crop insurance program and producing required external summary reports.

Agency Contact: Federal Crop Insurance Corporation; 14th St. and Independence Ave. SW, Washington, DC 20250; (202) 447-7665.

306

Crops Replacement 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations; Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations; Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-003

Purpose: Use of this system enables ARS to provide reliable and timely responses to requests for crops replacement information. The manpower requirements for providing this service are also reduced with use of this system. **Input:** Data are from currently accessed data bases containing taxonomic, bioenvironmental, and geographic data. **Content:** The system utilizes custom software and software designed to interface with System 2000 data base management system. It assesses and analyzes files to determine crop replacement or to suggest alternative crops for those which are discouraged because of narcotics or because of economic decline. **Output:** Crop replacement reports are produced as required. **Availability:** Output is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 408, Beltsville, MD 20705; (301) 344-3817.

307

Current Awareness Literature Service (CALS). 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations; Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations; Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-010

Purpose: The system provides retrospective and current coverage of the scientific literature through user-defined, computer processed search profiles. The retrospective coverage provides lists of bibliographic citations from the past, and the current coverage provides searches of each data base issue as received. Users receive individual printouts by data base. **Input:** CALS includes scientist-written profiles and vendor-created data bases. The data bases include Biological Abstracts, Chemical Abstracts, Food Science and Technology Abstracts, World Textile Abstracts, Engineering Index, the National Technical Information Service file, and the CAIN tapes of the National Agricultural Library. **Content:** The system attempts to cover the major, machine readable data bases available to support all areas of agricultural research. Coverage is international, and the earliest files date back to 1969. Files are updated with the same frequency as the vendor tapes are issued: weekly, biweekly, and monthly. A complete user's guide for the system is available from the Data Systems Application Division. **Output:** The major output is the periodic lists of citations sent to each user. These are hardcopy and are issued with the same frequency as the data base being searched. Queries are accepted from any individual in USDA. **Availability:** Output is available only to USDA personnel and formal cooperators.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 408, Beltsville, MD 20705; (301) 344-3817.

308

Current Research Information System (CRIS).

OMB Funding Title/Code: Cooperative State Research Service / 12-1500-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations; Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations; Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00214-001

Purpose: Begun in 1967, the system exists to serve as the USDA-State research project system, improve communications among agricultural scientists especially in regard to ongoing research, and provide agricultural research planners with up-to-date coordinated planning information on the programs of USDA and the State Agricultural Experiment Stations. **Input:** The data come from forms submitted by the 6 research agencies of the USDA, 55 State Agricultural Experiment Stations, 13 forestry schools, 16 1890 institutions, and Tuskegee. All agricultural research sponsored or conducted by the preceding organizations is listed in CRIS. **Content:** Each work unit/project consists of one fixed length administrative record and five variable length textual records. The administrative record includes items such as project number, performing organization, responsible organization, investigators and coinvestigators, location, title, classification, and various fund and staff support data. The text records include such items as: objective, approach, keywords, progress, and publications. The system has nationwide coverage and is updated at least twice a month. **Output:** Both technical and management reports are provided on demand basis. Annually the system produces a publication entitled "Inventory of Agricultural Research, Volumes I, II, and III." Output is generally in hardcopy although computer tape and microfilm can be provided as required. **Availability:** Output service is available to all scientists of the USDA-State

research organizations. Information is generally provided to all Government organizations as well as State colleges and universities. All text information is provided to the Smithsonian Science Information Exchange for availability to the general public.

Agency Contact: Cooperative State Research Service, 14th St. and Independence Ave. SW, Room 6818-S, Washington, DC 20250; (202) 447-7273.

309

Data Entry and Reporting System, 403/404.

OMB Funding Title/Code: Animal and Plant Health Inspection Service / 12-1600-0-1-553

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00205-002

Purpose: The system is designed to provide accurate, reliable, and timely statistics and other critical information bearing on the management and evaluation of the domestic meat inspection program. The system maintains two major data bases: 1) Establishment data base, which maintains data by individual meat establishment; and 2) State data base, which maintains the same data aggregated for each State. **Input:** Data are derived from the following Meat and Poultry Inspection Forms: 1) MP-403, Ante-Mortem and Post-Mortem Inspection Summary (from inspection at slaughter plants); 2) MP-404, Processing Operations at Official Establishments; 3) MP-407, Meat and Meat Products Condemned on Reinspection and Destroyed; and 4) MP-407-4, Materials Rejected for Use. **Content:** The data bases include the following files: Establishment (or State) Master File, Slaughter Totals File, Product Totals File, Disease Totals File, and Meat Condemned on Reinspection and Materials Rejected for Use Totals File. Primary information includes descriptive data such as name and address of establishment; and number of kills, pounds of processed meat produced, incidence of diseased carcasses and parts, incidence of meat and materials rejected on reinspection by reporting period. **Output:** System output is produced weekly and includes: 1) The Missing Reports Report which lists those establishments failing to submit a 403 and/or 404 report during report week; 2) the Slaughter Report which lists by species, and within species by State, the total slaughter reported for the report week; 3) the Products Report which lists by product code the total number of establishments reporting the products and the total pounds reported during the report week; 4) a Year to Date Slaughter Report; and 5) a Year to Date Products Report. **Availability:** System output is used primarily to meet internal information requirements.

Agency Contact: Management Improvement Division; 6525 Belcrest Rd., Hyattsville, MD 20782, (301) 436-8058.

310

Export Sales Reporting.

OMB Funding Title/Code: Commodity Credit Corporation Fund / 12-4336-0-3-999.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00210-001

Purpose: The system is to provide automated support for publication, on a weekly basis, of "U.S. Export Sales." Section 812 of the Agricultural Act of 1970 as amended by the Agriculture and Consumer Protection Act of 1973 requires all exporters of wheat and wheat flour, feed grains, oilseeds, cotton and products thereof, and other commodities the Secretary may designate produced in the United States shall report to the Secretary of Agriculture, on a

weekly basis, various information regarding any contract for export sales entered into or subsequently modified in any manner during the reporting period. **Input:** Exporters submit one, two, or three forms, giving various export sale and exportation information. **Content:** Forms list such information as commodity name; country; marketing year; exporter name and number; quantity sold during reporting week; quantity exported, as well as other types of changes, e.g., change in destination or cancellations. Numeric codes are shown on the forms for commodity, country, and marketing year for entry into the data system. Weekly updating of the data base occurs after publication of the "U.S. Export Sales" report and upon receipt of reporting forms indicating changes in the status of previously reported sales and/or new sales. **Output:** All reports are produced weekly. Balance Sheet, Zero-Plus, Audit Summary, Firm Listing, Audit Summary, and Camera Copy are produced as hardcopy. Camera Copy is photographed and made into the publication "U.S. Export Sales." Interactive query of the data base is accomplished through a terminal, using a variety of programs to provide various output formats. **Availability:** "U.S. Export Sales" is mailed to addresses on a mailing list maintained by the Department's Plant and Operations Division. The Audit Summary is available for public use under the Freedom of Information Act but is not widely disseminated as a natural course. The other reports contain detailed information from the individual reports and are required by law to remain confidential.

Agency Contact: Export Sales Division; 14th St. and Independence Ave. SW, Room 6536-S, Washington, DC 20250; (202) 447-5651

311

Extension Management Information System (EMIS).

OMB Funding Title/Code: Extension Service / 12-0502-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; House Committee on District of Columbia; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Governmental Affairs.

Data Base Reference: S-00215-001

Purpose: The system is a composite of State Extension Management Information Systems (SEMIS) designed to collect, store, and retrieve data for the needs of the State Extension Service agencies. The system provides program managers with data to make decisions related to priorities, resource allocation, and resource management; categorize planned and expended effort; and evaluate the effectiveness, impact, and efficiency of Extension's expended effort. **Input:** The data are derived from plans of work, activity reports, personnel actions, and statements of accomplishments prepared by professional and paraprofessional extension employees. **Content:** Three of the five interdependent components are derived from and mirror the extension program development process. The components are: 1) Computer Assisted Plan of Work File-1976-related directly to the long-range Extension program. It sets forth the annual objectives planned for the next 12 months and is to be updated throughout the year. 2) Computer Assisted Activity Data File-1976-the daily activities of all Extension staff efforts toward the accomplishment of the annual Plan of Work objective(s). It is updated every six months. 3) Accomplishment of objectives-a narrative qualitative and quantitative assessment of the situation and clientele change. Comprehensive reviews, program reviews, and program audits also provide information relevant to program accomplishments. It is updated annually. 4) The SEMIS Computer Assisted Personnel Subsystem-a current perpetual inventory of only the "professional" Cooperative Extension staff. It is updated monthly or as personnel action occurs; and 5) Optional Subsystem-State Special Use File-can be developed into specific data elements needed and used at the unit, area, or State level. **Output:** Output is produced upon request only. It includes machine printouts for specific problems or questions and related display tables. **Availability:** Output is not publicly available since it is primarily utilized to meet internal requirements of the State and Federal Extension Services.

Agency Contact: Management Operations, 14th St and Independence Ave SW, Washington, DC 20250; (202) 447-6781.

312

Federal Assistance Programs Retrieval System (FAPRS).

OMB Funding Title/Code: Rural Development Service / 12-0800-0-1-452

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations. Agriculture and Related Agencies Subcommittee, Senate Committee on Agriculture, Nutrition, and Forestry, Senate Committee on Appropriations Agriculture and Related Agencies Subcommittee

Data Base Reference: S 00202-001

Purpose: The system identifies all Federal domestic aid programs that can be used to meet specific development needs of communities and of individuals. Programs whose basic eligibility requirements have been met by the requestor and that are funded for the fiscal year are listed. The system enables someone unfamiliar with the Federal aid process to employ a single source of Federal program eligibility information rather than conducting extensive research. The system is carried nationwide by private time sharing networks and is available in almost all State Cooperative Extension Services offices for a small fee. **Input:** The system is interactive in nature, requesting the user to make choices from 37 subcategories of need. A data base of counties (by State) is used to assist the requestor in answering eligibility questions concerning the county in which the aid program is to be applied. The requestor must supply the applicant type and population of the area in which the program is to take place. **Content:** The information consists of a list of the agency numbers and names of funded aid programs for which the requestor has met the eligibility requirements. All program titles and number identifications are keyed to the Catalog of Federal Domestic Assistance which is used in the initial screening of programs. At the user's request, the system will provide a modified text of a specific program as it appears in the catalog. Coding of each program as to appropriate subcategories and eligibility criteria is verified by each program's manager prior to entry in the FAPRS data base. Program eligibility criteria are updated a minimum of every six months concurrent with the publication of the catalog and catalog update. Additional updates to the system are made when necessary on a program by program basis. County eligibility updates are made through listings provided by the Federal agencies involved. **Output:** The frequency and amount of output are determined by the individual user. On an overall basis, usage has averaged 3,000 queries monthly. The output consists of a hardcopy listing of the agency name and identifying number of each Federal program and, when requested, a hardcopy listing of the catalog text for a specific program. **Availability:** System output is available in two ways: 1) By signing a contract with one of the sharing companies to gain access to FAPRS.

Data Base Reference: S-00217-003

Purpose: The system is designed to disseminate information on food service training. FNIC was developed cooperatively by the National Agricultural Library and the Food and Nutrition Service of the Department of Agriculture. **Input:** The center assembles and maintains a collection of materials useful in training personnel for food management of Child Nutrition Programs, School Lunch, Breakfast, and other nonschool food service programs. **Content:** The collection includes films, video cassettes, programmed instructional material, audiotape manuals, guides, pamphlets, books, and journal articles. **Output:** Principal output is a hardcopy catalog of current holdings, categorized to show the collection's coverage. **Availability:** The staff provides training material for loan to school and other food service personnel. Users have access to the total resources of the National Agricultural Library, books, periodicals, microforms, and related materials on agricultural subjects and sciences, including food and nutrition.

Agency Contact: Food and Nutrition Information and Educational Materials Center; 10301 Baltimore Blvd., Beltsville, MD 20705; (301) 344-3719.

314

Food Coupon Accountability Report. 040-R-3188.

OMB Funding Title/Code: Food Stamp Program / 12-3505-0-1-604.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00207-001

Purpose: The Food Coupon Accountability Report is designed to account for coupon book inventory, transfers of inventory between reporting points, actual versus authorized issuance of food coupons, and deposits of cash receipts from the sale of food coupons. It is used to prepare numerous informational reports and in the billing process (State agencies are liable for lost and stolen coupons and for coupon overissuance and cash undercollection errors committed by issuance personnel). **Input:** The data are derived from information obtained from Advice of Shipment, Advice of Transfer, and Food Coupon Remittance, prepared by local coupon vendors and storage points. Additional information is obtained from executed program authorization documents (Authorization to Purchase and/or Household Issuance Record Cards). **Content:** The report contains monthly data concerning food coupon inventory, food coupon transfers, actual coupon sales and collections, and authorized sales and collections. **Output:** The Food Coupon Accountability Report is produced monthly. **Availability:** Systems reports are not publicly available, as they are utilized to meet internal information requirements along with those of selected external agencies such as the Treasury Department.

Agency Contact: Food Stamp Division; 500 12th St. SW, Washington, DC 20250; (202) 447-8982.

315

Foreign Agricultural Commodity Information System.

OMB Funding Title/Code: Foreign Agricultural Service / 12-2900-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00212-001

Purpose: The system is required by the Agricultural Act of 1954, Public Law 83-690, Title VI. Its objective is to maintain an agricultural commodity intelligence system designed to: 1) Provide information to assess foreign supply and demand conditions, 2) help promote foreign markets for U.S. farm products, 3) support effective participation in trade policy negotiations, and 4) contribute estimates of the current situation and forecast export potential for specific U.S. agricultural commodities. The scope of coverage is worldwide, depending on the importance of the specific commodity in an individual country. The system is designed both to serve the interests of the general public and to provide analytical support to agency programs. **Input:** Worldwide agricultural information is obtained primarily through a continuous program of reporting by agricultural attaches assigned to 67 posts throughout the world, covering over 100 countries. In addition to the scheduled reporting system, attaches alert Washington to significant developments and problems in their areas of responsibility by cable communications. **Content:** Content and coverage include: Economic (production, consumption, imports/exports, stocks, prices); Scientific (weather conditions, disease and insect factors, market situation for production inputs); and Policies and Programs (tariff and nontariff barriers—subsidies—rebates and export taxes, standards and regulations—sanitary and health measures, labeling and packing). Commodity supply and distribution data are on an annual basis and at the country level of aggregation. Updates range from monthly to annually. Trade data for major trading countries are on a monthly basis. The system uses a combination of disc, tape, and manual storage. **Output:** The primary output is published commodity specific circulars containing text, statistical tables, and charts. The commodity circulars are published on a regular basis ranging from monthly to annually. In addition, historical series of production, supply, and distribution data are publicly available on computer tape through the Department of Commerce. Production, supply, and distribution data are available for internal agency use on CRT display. **Availability:** "Foreign Agriculture" magazine is available from GPO. Commodity circulars are distributed to agencies. Production, supply, and demand tapes are used within the Department of Commerce.

Agency Contact: Foreign Commodity Analysis; Department of Agriculture, Washington, DC 20250; (202) 447-7233.

316

Foreign Production, Supply, and Utilization Information System.

OMB Funding Title/Code: Foreign Agricultural Service / 12-2900-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00212-003

Purpose: The requirement for the system is the Agricultural Act of 1954, Public Law 83-690, Title VI. Its objective is to maintain an agricultural commodity intelligence system designed to: 1) provide information to assess foreign supply and demand conditions, 2) help promote foreign markets for U.S. farm products, 3) support effective participation in trade policy negotiations, and 4) contribute estimates of the current situation and forecast export potential for specific U.S. agricultural commodities. The scope of coverage is worldwide, depending on the importance of the specific commodity in an individual country. The system is designed both to serve the interests of the general public and to provide analytical support to agency programs. **Input:** Worldwide agricultural information is obtained primarily through a continuous program of reporting by agricultural attaches assigned to 67 posts throughout the world, covering over 100 countries. In addition to the scheduled reporting system, attaches alert Washington to significant developments and problems in their areas of responsibility by cable communications. **Content:** Content and coverage include: Economic (production, consumption, imports/exports, stocks, prices); Scientific (weather conditions, disease and insect factors, market situation for production input); and

Policies and Programs (tariff and nontariff barriers—subsidies—rebates and export taxes, standards and regulations—sanitary and health measures, labeling and packing). Commodity supply and distribution data are on an annual basis and at the country level of aggregation. Updates range from monthly to annually. The system uses a combination of disc, tape, and manual storage. **Output:** The primary output is published commodity specific circulars containing text, statistical tables, and charts. The commodity circulars are published on a regular basis ranging from monthly to annually. In addition, historical series of production, supply, and distribution data are publicly available on computer tape through the Department of Commerce. Production, supply, and distribution data are available for internal agency use through interactive display terminals. **Availability:** "Foreign Agriculture" magazine is available from GPO. Commodity circulars are distributed to agencies. Production, supply, and demand tapes are used within the Department of Commerce.

Agency Contact: Foreign Commodity Analysis; South Bldg., 14th St. and Independence Ave. SW, Room 5081-S, Washington, DC 20250; (202) 447-3510.

317

Grain Licensed Inspector Supervision System or Grain Monitoring System.

OMB Funding Title/Code: Inspection and Weighing Services / 12-4050-0-3-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00223-001

Purpose: The system was developed to provide an accurate and objective method for monitoring the inspection activities of Licensed Inspectors (LI's) and Agricultural Commodity Graders (ACG's). This monitoring method is based on statistical methods of selection and is an aid in observing grading trends, identifying training needs, and detecting and correcting grading problems before they become serious threats to the inspection activities. **Input:** The primary source of input is the "Grain Sample Ticket." These forms are filled in by FGIS personnel in the field offices and at the Board of Appeals and Review (BAR) and are sent to the Washington office where the data are keyed to magnetic tape. Each form contains information on one supervision inspection: where and by whom it was performed, grain, the type of carrier, and the results for each factor graded. A secondary source of input is data concerning the licensed inspectors, ACG's, inspection points, and field offices. These data are entered and updated by people in the Washington office on an "Update Transmittal Sheet" and are keyed to magnetic tape for entry into the system. This file contains names and descriptions of the graders and offices. All input data are private. **Content:** The data from the forms are used to update the Control Chart Master File, Good GR-189 File, and the Supervision Workload Master File; the Update Transmittal Sheet data update the Names File and Inspection Point File. The Tolerance Table Master File is a statistical table which is used to normalize the differences in grading results so they may be plotted on a control chart. This file was developed by the Statistical Services Group, Technical Services Division, Agricultural Marketing Service, Department of Agriculture. The Control Chart Master File contains the grading data which are used to create the Control Charts. This file contains the grader code, location, and result of the original inspection; the grader code, location and results of the supervision inspection; as well as the grain, inspection date, and sample number. This file is updated every four weeks and contains the 60 most recent results for each inspection point and factor. Two years worth of historical data are contained in the Good GR-189 Data File. This file reflects all the data entered from the forms. The Supervision Workload Master File contains data on the numbers and types of supervision inspections performed by each field office on a current-period and year-to-date basis for each type of grain, movement, and carrier type. The file is updated every four weeks. The Names File contains

current data on the licensed inspectors, ACG's, inspection points, and field offices, and maintains some relatively static data (valid grains, factors) for data validation. Each entry contains a code number, name, and description (such as assigned field office or licensed grains). The file is updated every four weeks. **Output:** The system produces the following monthly hardcopy reports: Control Charts and Supervision Workload Reports for the current period. These hardcopy reports may be obtained on request: Historical Control Charts, Licensed Inspector Directory, Inspection Point Directory, Year-to-Date Supervision Workload Reports, and Names File Listing. The system has no on-line query capabilities. **Availability:** Output is for internal FGIS use only and is distributed to inspection field offices.

Agency Contact: Agricultural Marketing Service, 14th St. and Independence Ave. SW, Washington, DC 20250; (202) 447-3075.

318

Historic Wheat Disease Test System. 03

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture, House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-009

Purpose: The system records responses of wheat varieties to major diseases. The file is used in wheat improvement programs. When potential commercial varieties are developed, the responses of the parents of the variety to diseases are checked for disease susceptibility. **Input:** The data are supplied on coding sheets and compiled by the International Rust Nursery Program, USDA-ARS, Beltsville, MD. **Content:** The system is international in scope. Major updates occur annually, but many minor updates occur throughout the year when need demands. The file contains records on 46,165 wheat accessions, dates back to 1918, and has 13 descriptors. These include: Year Tested, Crop, Nursery, Years in Nursery, Entry Number, CI/PI Number, Source, Pedigree, Powdery Mildew Reaction, Stem Rust Reaction, Leaf Rust Reaction, and Strips Rust Reaction. **Output:** There is no scheduled report. The system responds to individual specific queries in batch mode. The responses are then forwarded to the requestor either via correspondence or computer listing. **Availability:** Output is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 13, Beltsville, MD 20705; (301) 344-3937.

319

Large Area Crop Inventory Experiment (LACIE).

OMB Funding Title/Code: Foreign Agricultural Service / 12-2900-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00212-002

Purpose: The LACIE is a joint effort by the Department of Agriculture (USDA), National Aeronautics and Space Administration (NASA), and National Oceanic Atmospheric Administration (NOAA) to improve the capability of the Foreign Agricultural Service to forecast world agricultural production through the use of sophisticated remote sensing and automated data processing technology. When operational, the LACIE will provide better and more timely information on the area, yield, and probable production of major crops around the world. Wheat has been selected as the crop for development program. **Input:** Primary data sources for LACIE

are NASA's Landsat satellites, World Meteorological Organization Network, NOAA's environmental satellites, and current historical data and ground truth collected from USDA. **Content:** When operational, a LACIE-based system would provide estimates of wheat acreage, yield, and production for major wheat producing countries. The reports would be updated at least monthly throughout the growing season. Coverage could later be extended to other crops. During the current development phase, coverage is limited to the U.S. Great Plains, Canada, and selected regions outside North America. **Output:** When operational, the reports will be monthly and will include wheat acreage, yield, and production estimates by producing country and/or region. In addition, special reports on unusual situations such as drought and flood, which significantly affect production, will be produced. **Availability:** Reports produced during experimental and developmental phases are internal to the project until they have been evaluated, after which they are available on request. In an operational system the reports would be available to the public.

Agency Contact: LACIE Project Office; Auditors Bldg., Room 3200, Washington, DC 22030; (202) 447-5937.

320

Livestock Management Reporting System (Livestock MRS).

OMB Funding Title/Code: Marketing Services / 12-2500-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00204-002

Purpose: The Livestock MRS is an information reporting system which produces reports showing workload, achievements, and personnel utilization at four levels of management, ranging from the plant to division level. **Input:** MRS input is extracted from the USDA-AMS Accounting System. It includes payroll-number of hours reported by person and type; validation-waiting time, pounds accepted, number graded, grading codes; receivables-revenue hours; billing code, time; and cost-clerical units of accomplishment. **Content:** All files are updated every four weeks. The files are: 1) Plant Master File-number of animals killed, number of carcasses graded, grading volume, grade, yield, pounds and production hours for supervision and sampling, waiting time, travel time, revenue hours, days of service; 2) Assignment Master File-available hours, revenue hours, volume, production hours, supervision and sampling pounds and hours, types of hours (i.e., regular, standby, night differential); 3) Mainstation Management File-revenue conversion, performance index, men used to service assignments, number of permanent graders staffed, overtime hours, standby hours, intermittent hours, Market News hours, Consumer Protection hours, planned and actual retraining hours, clerical pieces-hours-rate; and 4) Mainstation Detail File-(current and cumulative) number of beef slaughtered, beef graded, yield, pounds graded. **Output:** The Livestock MRS generates the following reports every four weeks: Plant Workload Report, Reimbursable Hours Variance Report, Assignment Conversion Report, Revenue Conversion Report, Performance Index Report, Federal Acceptance Program Report, Men Needed to Service Assignments Report, Beef Quality Grading Consist Report, Beef Yield Grade Pieces Report, Beef Yield Grade Tonnage Report, National Report-Meat Graded and Accepted, Mainstation Management Report-Summary of Factors for Mainstation, and Species Weight Report. This system does not have query capabilities. **Availability:** MRS reports are for internal Livestock Division use only.

Agency Contact: Technical Services Division; 14th St. and Independence Ave. SW, Washington, DC 20250; (202) 447-3075.

321

Monthly Report of Food Stamp Participation and Coupon Issuance 040-R-3220.

OMB Funding Title/Code: Food Stamp Program / 12-3505-0-1-604.
Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations; Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations; Agriculture and Related Agencies Subcommittee

Data Base Reference: S-00207-003

Purpose: The system determines the extent of monthly certification and participation in the Food Stamp Program and provides data relative to the value of coupons issued to participants. **Input:** The data source is the transacted authorization to purchase (ATP) cards which indicate the level of eligibility of certified participants. **Content:** The reporting document is based on source input from project areas, which may be a State, independent city, county, or construction of counties, and indicates total participation by public assistance and non-public assistance categories and the value of coupons issued (i.e., the total value of coupons less the purchase requirement or cash received in payment for coupons). **Output:** There is a monthly report which provides estimates of current participation and accrued expenditures. **Availability:** The output is publicly available and unclassified.

Agency Contact: Program Reporting Staff; 500 12th St. SW, Washington, DC 20250; (202) 447-8275.

322

National Agricultural Library (NAL).

OMB Funding Title/Code: National Agricultural Library / 12-0300-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations; Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations; Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00217-001

Purpose: The National Agricultural Library was established in 1862 under the Organic Act of 1862 establishing the Department of Agriculture. Its mission is "to acquire and diffuse among the people of the United States useful information on subjects connected with agriculture in the most general and comprehensive sense of the word." **Input:** The library assembles and maintains a collection of published materials in all subjects pertaining to agricultural research. **Content:** The resources of the library consist of books, periodicals, manuscripts, and materials in nonprint forms. **Output:** The principal reports include: Agriculture On-Line Access (AGRICOLA) (monthly tapes); Bibliography of Agriculture (monthly hardcopy); National Agricultural Library Catalog (monthly hardcopy); Serial Titles Automated Research (STAR) (updated monthly; computer paper printout, microfiche); Serials Currently Received (annual hardcopy); and various bibliographies in hardcopy published irregularly. **Availability:** The products and services of the National Agricultural Library are available to Department of Agriculture personnel, the worldwide agricultural community, other Federal agencies, land-grant universities, and others with an interest in the library's resources.

Agency Contact: National Agricultural Library; 10301 Baltimore Blvd., Beltsville, MD 20705; (301) 344-3778.

323

National Seed Storage Laboratory (NSSL). 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations; Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations; Agriculture and Related Agencies Subcommittee

tion, and Forestry, Senate Committee on Appropriations Agriculture and Related Agencies Subcommittee

Data Base Reference: S-00213-004

Purpose: The system is to create and utilize a computer accessible file for searching, publishing inventories, and laboratory management of the seed material stored at the National Seed Storage Laboratory (NSSL), Fort Collins, CO. The current inventory of 95,000 plus samples is increasing daily. In addition to assisting in laboratory management, the system is an invaluable tool in providing reliable plant breeding information. **Input:** Data are compiled by personnel at the NSSL from submissions by seed donors, literature citations, and examination of material under scientific observation. **Content:** Data are distributed throughout the national and international plant science community. Data are updated periodically, averaging four times per year. The system utilizes both customized software and the MIRADS data management package from Marshall Space Flight Center, Huntsville, AL. **Output:** Output is generated only on demand. **Availability:** Information is publicly available

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 408, Beltsville, MD 20705; (301) 344-3817

324

Participation in Food Programs by Race System. 040-R-3659.

OMB Funding Title/Code: Food Stamp Program / 12-3505-0-1-604; Food Donations Program / 12-3503-0-1-604.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations; Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations; Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00207-007

Purpose: The system was established after enactment of the Civil Rights Act of 1964 (Title VI, sections 601-602) and the Code of Federal Regulations [Title VII, section 15.5(b)] which establishes a system for collecting participation data by racial/ethnic groups. **Input:** The data are derived from forms submitted by State and/or local counterpart offices to the Food and Nutrition Service. **Content:** The information consists of the name of the State, name of the food program, name of the project area, name and address of the reporting welfare or distributing agency, reporting month, and the number of participants-by-race as follows: Negro or black, Spanish surnamed, American Indian, Oriental, white (other than Spanish surnamed), all others, and total number of participants. **Output:** The semiannual output (Family Food Assistance Programs-Racial participation) includes number of participants by program, State/region, and by racial category. It also compares family food assistance participation to the U.S. population, segmented by racial category and State/region. **Availability:** Output is available to the public.

Agency Contact: Food Stamp Division; 500 12th St. SW, Room 650, Washington, DC 20250; (202) 447-8982.

325

Peanut Germplasm System. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations; Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations; Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-013

Purpose: The system inventories accessions held in the world peanut collection. The agronomic and disease information is used by peanut improvement scientists both nationally and abroad. **Input:** Data are collected by the USDA-ARS Southern Regional Plant Introduction Station on coding sheets and magnetic tape. **Content:** The file is updated when sufficient information has been added. The system contains 22 descriptors and 4,210 accessions. These include: Identification Number, Genus, Species, Origin, Cultivar, Maturity, Plant Type, Pod Type, Seed Size, Testa Color, Seed/Pod, Shelling %, Genreal Vigour, Dormancy (Fresh), Dormancy (+14), Branching, Leafspot, Thrips, S. C. Rootworm, Sting Nematode, N.R.K. Nematode, and P R.K. Nematode. **Output:** The system responds to specific queries and summaries using batch mode. A catalog is produced annually or when sufficient information has been added to warrant a new catalog. **Availability:** Output is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 13, Beltsville, MD 20705; (301) 344-3937.

326

Pear Breeding System. 03

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-019

Purpose: The system reports progress, summarizes results, and stores historical information on major pear improvement research programs within the United States. **Input:** Data are supplied by scientists at USDA-ARS stations at Wooster, OH; Byron, GA; and Beltsville, MD. Data are supplied on magnetic tape, forms, and coding sheets. **Content:** The system serves major pear producing areas in the United States and is updated annually. Subsystems are progeny numbers and parentage, cultivars and selections, seedling tree data, seedling fruit data, and cultivar fruit quality. The system contains 61 descriptors on 400,000 accessions. These include: Progeny Number, Seed Parent Code, Pollen Parent Code, Location 1, Location 2, Location 4, Code Number, Name, Fire Blight Score, Species, % Pyrus Communis, Year, Flowering, Blossom Blight, Stem Diameter, Twig Blight, Fabrea Leaf Spot, Pollen, Pear Psylla, Leaf Scorch, Trunk Swelling, Yield, Blister Mite, Harvest Date, Pressure Test, Date from Storage, Evaluation Day, Length, Width, Sample Size, Shape, Surface Contour, Stem Length, Stem Thickness, Stem Angle, Color, Blush Percent, Blush Color, Russet Rating, Russet Type, Russet Location, Russet Color, Appearance, Flesh Color, Flesh Texture, Flesh Juiciness, Grit Rating, Grit Location, Grit Size, Flavor Rating, Flavor Description, Flavor, Aroma, Skin Thickness, Skin Taste, Core Size, Internal Breakdown, Scald, Block, Cultivar, and Tree Number. **Output:** A statistical summary report is produced annually from each of the five subsystems. Each report contains calculated pear quality indices, means, frequency distributions, analysis of variance, correlations, and chi-square analyses. The system possesses multifield search capabilities. **Availability:** Output is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 13, Beltsville, MD 20705; (301) 344-3937.

327

Plant Introduction File (PI File). 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-005

Purpose: This system maintains and searches a file of all plant material introduced to the United States from foreign lands since 1969. The current file size now exceeds 56,000 plants. It is essential that this basic data be maintained in an automated system for the purpose of tracing plant source, collector, and identification information. **Input:** Input is from all Agricultural Research Service field stations and other Government agencies. **Content:** These data represent the only data available on plant material introduced to the United States at the time of its introduction. It becomes the source data to which all further information taken from performance evaluations is appended. **Output:** Output is generated only on demand. **Availability:** Information is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 408, Beltsville, MD 20705; (301) 344-3817.

328

Plant Pest Information System.

OMB Funding Title/Code: Animal and Plant Health Inspection Service / 12-1600-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00205-003

Purpose: The system is to provide necessary information to Plant Protection and Quarantine officials, State and foreign regulatory officials, and others having a need for plant pest information. **Input:** Data are derived from weekly reports from 44 States. The reports contain specific information concerning pest activity within the State during the reporting period. Other sources of information are catalogs, literature, and bulletins. **Content:** The file contains descriptive information on observations of insect activity, populations, and control activity and trap data, including numbers and types of insects by trap locations. At present, there are approximately 800,000 entries in the plant pest file. Approximately 20,000 bits of information are added to the file each year. The information is recorded on microfilm. An attempt is being made to develop an automated plant pest information system, in cooperation with Agricultural Research Service. The system is not expected to be operational for at least three years. **Output:** The Cooperative Economic Insect Report is produced biweekly and summarized annually. **Availability:** The Cooperative Economic Insect Report is distributed to States, other Federal agencies, and private individuals (including industry) having a legitimate interest in plant pest information.

Agency Contact: Plant Protection and Quarantine; 6506 Belcrest Rd., Room 665A, Hyattsville, MD 20782; (301) 436-8373.

329

Program Evaluation System.

OMB Funding Title/Code: Departmental Administration / 12-0120-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00200-003

Purpose: The system was established to provide the Office of the Secretary and program policy officials with information concerning the cost/effectiveness of USDA operating programs in achieving their objectives and their impacts. **Input:** Input is from program administrative records for program costs, output, and program clientele characteristics; data from USDA and other general purpose statistical series; and, where appropriate, data from special surveys of pro-

gram clientele or users. Input varies by type of program and scope of specific evaluation studies. **Content:** Program evaluation results include estimates of past and current program costs, benefits, impacts on target groups and others, effectiveness with respect to achievement of program objectives and the goals of USDA missions, and other impacts. Comprehensiveness or depth and timing of evaluation output varies according to departmental need for program policy decisionmaking purposes. Information produced relates to national programs of the USDA or their major components. **Output:** Hard-copy program evaluation reports are produced on an "as needed" basis. Report findings are also summarized and assessed in hard copy Program Evaluation Inventory Records. **Availability:** Output is generally not publicly available. It is primarily utilized internally but is made available to OMB, GAO, the Congress, and other users in the Government.

Agency Contact: Office of Management and Finance; Department of Agriculture, Washington, DC 20250; (202) 447-6667.

330

Rainfall Data. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-001

Purpose: This system maintains a series of tapes which contain data collected over a 20-year period from weather stations across the country. These data require periodic revision and expansion. This collection of data is used by scientists to study and predict weather patterns. **Input:** The input is data from rain gauges at 114 weather stations. **Content:** It provides a daily record for the 20-year period; 7,305 records for each station. The minimum and maximum temperatures for the day and the amount of precipitation are provided. **Output:** The principal reports are the count of records for each station and the report of sequences of wet days for stations for specific number of days.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 408, Beltsville, MD 20705; (301) 344-3817.

331

Receipt and Distribution of Donated Commodities.

OMB Funding Title/Code: Food Donations Program / 12-3503-0-1-604; Elderly Feeding Program / 12-3511-0-1-604; Child Nutrition Program / 12-3539-0-1-604.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00207-008

Purpose: This system was established to provide information regarding the distribution of food by the State distributing agencies. The major function of this system is to maintain an accurate record of the receipt, distribution, and inventory of USDA donated foods at the State level. **Input:** The data come from reports submitted by State distributive agencies. **Content:** The master record file provides information on the commodity, purchasing authority, package size, beginning and ending inventory, foods received during the month, transfers of food, gains and losses in inventory, and the distribution of foods by eligible outlet. **Output:** Output is produced monthly on a computer listing. **Availability:** Output is available to the public as well as all interested parties within the Department.

Agency Contact: Food Distribution Division; 500 12th St. SW, Washington, DC 20250; (202) 447-8406.

332

Rice Germplasm System. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture, House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-014

Purpose: The system locates and describes major collections of rice germplasm both within the United States and abroad. The inventory control section of the system directs the requestor to where seed of desired rice cultivars may be obtained. The agronomic quality and disease resistance portions of the system aid in selecting potential parents for new rice cultivars. **Input:** Data are compiled at three major locations on coding sheets. These are done by Prentiss Schilling, LSU, Baton Rouge, LA; Jack Oakes, USDA-ARS, Beltsville, MD, and T. C. Chaing, International Rice Research Institute, Philippines. **Content:** The content is international in scope. The file is updated annually. The subsystems are base classification file, agronomic file, disease file, chemical file, and seed characteristics file. The file contains 1,600 accessions and 26 descriptors. These include: CI/PI Number, Suffix, Name, Source Code, Source Name, Origin Code, Oeifin Name, Year, Day to Head, Kernel Length, Kernel Width, Kernel Ratio, Kernel Color, Endosperm Type, Amylose Content, Starch/Iodine, Alkaline Content 1.7, Alkaline Content 2.5, Biuret Protein, Parboil Loss, Kjeldahl Protein, Lysine of Protein, Lysine of Sample, W.C. No., Hull Color, and IRRI Number. **Output:** The system responds to specific queries and summaries using batch mode and is capable of multifield searches. Inventory catalogs are produced annually. **Availability:** Output is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 13, Beltsville, MD 20705; (301) 344-3937.

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School Feeding Programs Operations System.

OMB Funding Title/Code: Child Nutrition Programs / 12-3539-0-1-604; Special Milk Program / 12-3502-0-1-604.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00207-006

Purpose: The system is an electronic data base of management and fiscal information. The main functions of this system are to validate all new input data by comparing them to the existing data base; review the data base for program trends and take appropriate action when necessary; make appropriate additions and reductions to the base; indicate inconsistencies between input data submitted by School Food Authorities and accepted program practices; measure the level of program performance against Federal and State monetary expenditures, and produce various other fiscal, accounting, program control, and statistical records. **Input:** The data used to maintain the system are derived from fiscal and programmatic reports forwarded to FNS on a regular basis by those School Food Authorities participating in programs. The major categories of input data include the level of State and Federal spending, program participation, number and category of meals served and type of school food authority (public vs. private, nonprofit), and level of non-food assistance funding and commodity assistance. **Content:** The Performance and Monitoring System for the School Feeding Programs consists of a monthly listing of total schools operating and approved, participation levels, total meals served, and Federal reimbursement claimed. Also listed are the number of needy schools and students participating in each program and the amount of additional reimbursement claimed in terms of the number of free and reduced price meals. The

system states the level of State and local funding used to match Federal expenditures and other non-Federal expenditures to operate the programs effectively. The system lists total program funds available at the beginning of each month and subtracts total program costs during that period to give FNS a monthly closing net operating balance for each School Food Authority. This gives FNS the information needed to make statistical comparisons from one month to the next. The system also lists on a monthly basis the total amount of non-food assistance made available by FNS to promote school feeding programs in areas which do not operate a program and to upgrade meal service in others. Also included is the level of commodity assistance provided to School Food Authorities to determine the level of ancillary benefit these foods provide. **Output:** System output is produced monthly and includes computerized master record files for each of the programs. These files contain data on approved outlets, average attendance and participation, total meals served, and funding levels. **Availability:** Output is available to the public at all times.

Agency Contact: Child Nutrition Division; 14th St and Independence Ave SW, Washington, DC 20250; (202) 447-8130.

334

Small Grains Rust Nurseries. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-008

Purpose: The purpose is to maintain data resulting from research to find new genes or combinations of genes in small grains which condition resistance to populations of rust fungi throughout the world and to test new varieties and promising selections of wheat, oats, and barley developed by plant breeders and pathologists for resistance to rusts. **Input:** The sources are World Collection of Small Grains (USDA) and new cultivars supplied by plant breeders/pathologists. **Content:** The geographic coverage is worldwide; the data are collected at 58 locations in 33 countries on five continents and include reactions of 600 varieties of spring wheat, oats, and barleys to various disease-producing organisms. Two major reports are produced annually, in February-March and August-September. Updates to files are ongoing at all times. **Output:** The semiannual reports are preliminary reports, not for formal publication. The reports are either photocopies of computer listings or xerox reproductions of computer produced print tapes with accompanying text. **Availability:** Output is for staff use only.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 408, Beltsville, MD 20705; (301) 344-3817.

335

Snow Surveys and Water Supply Forecasting (SNOTEL)

OMB Funding Title/Code: Conservation Operations / 12-1000-0-1-302.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00218-001

Purpose: The purpose is to gather snow and other hydrometeorological data, validate it, and use it for forecasting available water at downstream points for agriculture water management, irrigation, flood control, and the like. **Input:** Data are collected from remote mountain sites in 11 Western States. **Content:** Data are gathered during the snow accumulation period and through the spring snow-

melt period. Data include—but are not limited to—temperature, precipitation, snow water equivalent, and battery voltage. **Output:** The principal output is monthly water supply forecasts. There is a limited ad hoc query capability. **Availability:** Output is distributed to the public.

Agency Contact: Management Evaluation Division; P. O. Box 2890, Washington, DC 20013; (202) 447-2241

336

Sorghum Germplasm System. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-015

Purpose: The system is being developed to service sorghum improvement scientists within the United States and to supply information to scientists working in sorghum producing areas around the world. The major functions are to supply lists of potential parents and disease resistant germplasm. **Input:** Data will be compiled from national and international sources by either the USDA-ARS Southern Regional Plant Introduction, Experiment, GA, or National Seed Storage Laboratory, Ft. Collins, CO. Coding sheets, cards, and magnetic tape will be the principal devices to record and enter data. **Content:** The content is international in scope. Major updates will occur annually. The system will possess the following subsystems: Base file with identification information, microorganism disease file, agronomic file, chemical constituent file, entomological file, and morphological file. To date (March 1977), the files contain 16,000 accessions and 52 descriptors. In the near future (1979) the file will contain 24,000 accessions and close to 200 descriptors. These include: Panicle Length, Panicle Breadth, Panicle Compactness, Glume Color, Glume Covering, Glume Texture, Awning, Tillering, Threshability, Early Vigour, Height, Leaf Breadth, Leafiness, Leaf Drying, Seed Color, Seed Size, Length of Primary Branch, No. of Whorls in Panicle, Days to 5% Flowering, 100 Grain Weight, Wt. of Grain Per 5 Panicle, Vigour After 6 Weeks, Total Number of Tillers, Grain Hardness, Group Number, Subgroup, Leaf Number, Stem Borer, Identification Number, Genus, Species, Source, Cultivar, Maturity, Type, Plant Uniformity, and Number of Nodes. **Output:** The system will respond to specific queries using batch mode and produce requested summaries. A catalog from the base file is planned. **Availability:** Output will be publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 13, Beltsville, MD 20705; (301) 344-3937.

337

Soybean Germplasm System. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-016

Purpose: The purpose is to report inventory of current accessions of soybeans maintained in the continental United States. The report contains identifying information, disease, chemical, and agronomic data. **Input:** Input includes coding sheets, cards, and magnetic tape. Data are compiled by Richard Bernard, USDA-ARS, Urbana, IL and Edgar Hartwig, USDA-ARS, Stoneville, MS. **Content:** The content is national in scope, and the update cycle is "on demand." Subsystems include isolines; maturity groups OO to IV—named varieties; wild soybeans; soybean genetic tape collection; maturity Groups III

and IV-germplasm collection; and maturity Groups V to X-germplasm collection. The file contains varieties developed from early 1900 to the present. It contains 6,500 accessions and has 44 descriptors. These include: Variety Name, Maturity Group, Flower Color, Pubescence Color, Pod Color, Seed Coat Lustre, Seed Coat Color, Hilum Color, Prior Designation, Source, Year, Flowering Date, Maturity Date, Lodging Score, Height, Stem Termination Score, Branching Score, Seed Quality, Weight Per Seed, Yield, Protein Content, Oil Content, Methionine, SBTI, Linolenic, Linoleic, Palmitic, Stearic, Oleic, Iodine No., Phytophthora Rot, Chlorosis Score, Matting Score, Shattering Score, Variety Parentage, Bacterial Pustule, Frogeye Reaction, Leaf Hopper Injury, Salt Reaction, and Downy Mildew Reaction. **Output:** The principal output is an inventory catalog, produced in hardcopy every four or five years. The system has a multifield search query capability using batch mode. **Availability:** Output is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 13, Beltsville, MD 20705; (301) 344-3937.

338

Special Feeding Operation Systems.

OMB Funding Title/Code: Child Nutrition Programs / 12-3539-0-1-604.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00207-005

Purpose: The information system is an electronic data base of management and fiscal information. This system serves the same functions for the Special Feeding Programs as the data system for the School Feeding Programs. **Input:** The data are derived from fiscal and programmatic reports forwarded to FNS on a regular basis (monthly or quarterly) by participating sponsors in the Child Care Food and Summer Food Service Program. The major categories of input data include the daily number of children served; total food service operating costs to be claimed for reimbursement including food, labor, and any administrative costs; number and type of meals served; level of non-food assistance in the Child Care Food Program, and commodity assistance levels. **Content:** The Performance and Monitoring System for the Special Feeding Programs consists of monthly and quarterly listings of numbers of sponsoring organizations; children receiving free and reduced price meals; total children served; information on cash income to each child care and summer outlet including children's payments for meals, food service fees, or funds from other sources identified for use in the food service, records indicating amount of food used; program reimbursement; level of commodity assistance; and levels of funding for non-food assistance payments. The system includes the level of State and local funding and total program funding at the beginning of each month. Total program costs are subtracted to give FNS an operating balance. This gives FNS the information needed to make statistical comparisons from one month to the next. **Output:** System output is produced monthly for the Child Care Food Programs and quarterly for the Summer Food Service Program. Output includes computerized master record files containing data on approved outlets, attendance, meals served, and funding. **Availability:** Output is available to the public.

Agency Contact: Child Nutrition Division; 14th St. and Independence Ave. SW, Washington, DC 20250; (202) 447-8130.

339

State Performance Reporting System. 040-R-3190.

OMB Funding Title/Code: Food Stamp Program / 12-3505-0-1-604.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutri-

tion, and Forestry, Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee

Data Base Reference: S-00207-004

Purpose: The Food Stamp Act of 1964, as amended, requires the participating States to report to the Secretary of Agriculture on their efficiency and effectiveness. The State Performance Reporting System was created to fulfill this requirement. **Input:** The data file is derived from reports submitted to FNS by State personnel. The data are submitted from each State as defined in the Food Stamp Act of 1964, as amended. **Content:** The master file consists of data from the following reports: 1) Quality Control Subsample—statistically valid, national level report submitted monthly by each State; 2) Quality Control Semiannual Report—submitted by each State at 6-month intervals and covering error cases and dollar losses; 3) Semiannual Corrective Action Report—submitted on a suggested format as contained in FNS(FS) Handbook 300 and containing a) Consolidated corrective action plan for small project areas reviewed during the semiannual period; b) State corrective action plan based on quality control findings, FNS reviews of State operations, FNS reviews of State systems, statewide problems found during project area reviews, and contents from audits, investigations, and any other applicable sources; c) Unachieved corrective action; and 4) Large Project Area Corrective Action Plans—submitted for project areas with bonus issuances of \$500,000 or more during the last month of the preceding fiscal year. The report represents corrective action formulated from annual review findings and is submitted within 60 days after completion of the review. **Output:** The output is a subsample output frequency Quality Control forecast and analysis on a national basis (monthly); semiannual Quality Control Report with comprehensive, valid statistics for individual reporting States, and a semiannual Corrective Action Plans from individual States with comprehensive composites of corrective action on a State, regional, and national basis; and comparative and special analyses of affected standards and associated weaknesses on a State, regional, and national basis. **Availability:** The subsample (used for forecasting) is available to USDA personnel. The national semiannual report data by State is made available to the public. Semiannual Corrective Action Plan composites on a State, regional, and national basis are available to USDA personnel and State agencies.

Agency Contact: Food Stamp Division; 500 12th St. SW, Washington, DC 20250; (202) 447-8755

340

Statistics of Farmer Cooperatives.

OMB Funding Title/Code: Farmer Cooperative Service / 12-0400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00220-001

Purpose: The Farmer Cooperative Service functions as a central storehouse of data about farmer cooperatives in the United States. **Input:** Statistical data are obtained from the 7,600 farmer cooperatives. **Content:** Data include information on number of cooperatives, membership, and volume of business (sales by principal products and receipts from related sources). Data are published by commodities, services, regions, and States. They are assembled by the History and Statistics Group of the Farmer Cooperative Service. **Output:** The principal report is an annual publication. **Availability:** Copies of publications are available upon request to the Farmer Cooperative Service Information Division.

Agency Contact: Farmer Cooperative Service; 500 12th St. SW, Room 550, Washington, DC 20250; (202) 447-8254

341

Sugarcane Germplasm System. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-017

Purpose: The system is to report inventory of current accessions of sugarcane maintained in the continental United States. The report contains identification information. **Input:** Data are compiled from coding sheets by the Principal Plant Introduction Officer, USDA-ARS, Beltsville, MD and Jim Miller, USDA-ARS, Canal Point, FL. **Content:** The content is international in scope, and the update cycle is "on demand." Subsystems include an inventory control file and a historical information file. The file contains varieties developed from 1918 to present, approximately 6,000 accessions, and 10 descriptors. These include: Variety Name, Import Number, Use Code, Location Code, Parents, Block in Field, Tier in Field, Plant Introduction Number, and Origin. **Output:** The principal output is the hardcopy inventory catalog. The system has a multifield search capability using batch mode. There is no schedule for output. **Availability:** Output is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 13, Beltsville, MD 20705; (301) 344-3937.

342

Survey of Characteristics of Food Stamp Households.

OMB Funding Title/Code: Food Stamp Program / 12-3505-0-1-604.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00207-002

Purpose: The system provides national and regional data on the characteristics of food stamp households. Functions include the input, editing, tabulation, and statistical analysis of data. The system also interfaces with the TRIM model (Transfer Income Model). **Input:** The input is document-containing data taken from a sample of administrative records of food stamp households. **Content:** An annual national update and replacement is obtained through sampling of households certified in September of the survey year. At present, the first update is being done (the second annual survey), and data include age, sex, employment status, student status of all household members, as well as household's income and food stamp deductions by source and amount. Resource data and other miscellaneous questions are included also. **Output:** The output includes the Agency publication, including analysis and several tabulations; special tabulations, as requested; and a micro-data file, available on request. **Availability:** The output is publicly available and unclassified.

Agency Contact: Food Stamp Division; 500 12th St. SW, Washington, DC 20250; (202) 447-9075.

343

U.S. Agricultural Export-Import Data System.

OMB Funding Title/Code: Foreign Agricultural Service / 12-2900-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00212-004

Purpose: This information system is used to support the agricultural exports mission. It serves as the automated system of record for historical and current information about U.S. exports of agricultural commodities to all foreign destinations and imports from all origins. It is used in publication of agricultural trade as well as for statistical analysis and projections of exports. **Input:** Information is obtained monthly on magnetic tape from the Bureau of Census. Import data originate from information reported on customs input documents and are based on tariff schedule (TSUSA) commodity classification. Export data originate with the shipper's export declaration form. **Content:** This system carries monthly information for the most recent 30 months of U.S. imports and exports of agricultural commodities. The monthly information is carried to the lowest level of detail. For imports, the content of monthly import data includes commodity, country of origin, customs district of entry, import type, economic class, and rate provision. Export monthly data include commodity, country of destination, and customs district. Historical data are also carried in quarterly summary form from 1967 to date. The summary information for exports and imports carries information by commodity and country of destination/origin. Both quantity and value are carried in monthly and quarterly records. **Output:** A wide variety of output is produced from the system. A generalized report retrieval system that allows users to specify report subject and stub content by parameters is used to vary report subjects and content. Fifteen different report formats are available. Reports are produced for publication in FAS circulars and other publications. They are produced regularly for use by commodity divisions and agricultural attaches as well as FAS program managers and other USDA agencies. **Availability:** Commodity circulars are publicly available.

Agency Contact: Foreign Commodity Analysis; South Bldg., 14th St. and Independence Ave. SW, Room 5081-S, Washington, DC 20250; (202) 447-3510.

344

World Small Grains Collection. 03.

OMB Funding Title/Code: Agricultural Research Service / 12-1400-0-1-352.

Congressional Relevance: House Committee on Agriculture; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Data Base Reference: S-00213-007

Purpose: The system maintains complete data on small grains, wheat, barley, rye, and oats being collected and analyzed by the Germplasm Resources Laboratory. The data consist of numerous test results primarily for resistance to diseases. The file consists of 76,000 varieties. **Input:** Data are accumulated from examination of plant material under scientific observation in nursery performance trials throughout the nation. **Content:** Data are distributed nationally and internationally throughout the small grains plant science community. The file is updated periodically averaging six times per year. **Output:** Reports are produced annually on wheat, barley, rye, and oats disease resistance, as well as on small grains and the laboratory itself. Other reports are produced on demand. **Availability:** Information is publicly available.

Agency Contact: Data Systems Application Division; National Agricultural Library Bldg., Room 408, Beltsville, MD 20705; (301) 344-3817.

DEPARTMENT OF COMMERCE

345

*Census Bureau Agriculture Statistics.***OMB Funding Title/Code:** Salaries and Expenses / 13-0401-0-1-403; Periodic Censuses and Programs / 13-0450-0-1-403.**Congressional Relevance:** House Committee on Appropriations: State, Justice, Commerce and Judiciary Subcommittee; House Committee on Interstate and Foreign Commerce; House Committee on Post Office and Civil Service; Senate Committee on Appropriations: State, Justice, Commerce, The Judiciary Subcommittee, Senate Committee on Governmental Affairs.**Data Base Reference:** S-00309-006

Purpose: Agriculture censuses are conducted every five years in years ending in four and nine. **Input:** Survey activities are sources of data. **Content:** Census of Agriculture reports contain data for States and counties including such items as number, size, and type of farm; crops harvested; value of farm products; and selected farm expenditures. Data are also available on machine-readable computer tapes. Each year statistics are collected on cotton ginning and production. Twelve reports on cotton ginned prior to specific dates plus an end-of-season report are prepared and issued each year on dates prescribed by the Congress. **Output:** Printed reports and machine-readable data files are produced. **Availability:** Reports are publicly available.

Agency Contact: Agriculture Division; Bureau of the Census, Room 3015, FB 4, Washington, DC 20233; (301) 763-5230.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

346

*Health and Nutrition Examination Survey Statistics. HRS 003.***OMB Funding Title/Code:** Health Resources / 75-0712-0-1-550.**Congressional Relevance:** House Committee on Appropriations: Labor-Health, Education and Welfare Subcommittee; House Committee on Interstate and Foreign Commerce; Senate Committee on Appropriations: Labor, Health, Education and Welfare Subcommittee; Senate Committee on Human Resources.**Data Base Reference:** S-00506-002

Purpose: This program is the sole source of national morbidity data obtained through direct examination and clinical tests of samples of the population to measure health status and collect data on undiagnosed and untreated diseases. **Input:** The subject matter is gathered through direct examination and clinical tests of samples of the population. The information covered includes cardiovascular diseases, hypertension, nutritional deficiencies, respiratory diseases, arthritis, hearing levels, visual acuity, eye diseases, and body measurements. **Content:** This program yields data that permit standardized assessment of nutritional status and other nutritional information on high risk groups as well as permitting generalization to the entire population between ages 1 and 74. This is an interactive and batch oriented system with continuous output requirements. **Output:** The system produces continuous reports on hardcopy and has query capability. **Availability:** The reports are used internally and externally.

Agency Contact: National Center for Health Statistics; 3700 East-West Highway, Center Bldg., Hyattsville, MD 20782; (301) 436-8539.

Food

DEPARTMENT OF STATE

347

*Food for Peace Title I MIS***OMB Funding Title/Code:** Functional Development Assistance Programs / 11-1021-0-1-151.**Congressional Relevance:** House Committee on Appropriations: Foreign Operations Subcommittee; House Committee on International Relations; Senate Committee on Appropriations: Foreign Operations Subcommittee; Senate Committee on Foreign Relations.**Data Base Reference:** S-01017-009

Purpose: This system provides for collection of historical information with regard to Public Law 480, Title I agreements with foreign countries. Information is used for preparing and reviewing program projections for future years. **Input:** Sales agreements between the Department of Agriculture, (USDA), supplier, recipient country, and AID and USDA Public Law 480 budget information by country and program comprise the system input. **Content:** Data include terms of sales agreements and budgeting information depicting the country programs in terms of dollar value and commodity composition for prior year, current year, and projected year. Information is updated daily, and files date to fiscal year 1976. Data include country, commodity authorized, value authorized, date of agreement, purchase authorizations issued against agreements, vessel name, date of departure, and port of departure. **Output:** Modules by budget, commodity, and program are prepared in hardcopy as needed. **Availability:** Reports are for internal use only.

Agency Contact: Office of Food for Peace; Agency for International Development, Washington, DC 20523; (703) 235-9649.

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*Food for Peace Title II MIS***OMB Funding Title/Code:** Functional Development Assistance Programs / 11-1021-0-1-151.**Congressional Relevance:** House Committee on Appropriations: Foreign Operations Subcommittee; House Committee on International Relations; Senate Committee on Appropriations: Foreign Operations Subcommittee; Senate Committee on Foreign Relations.**Data Base Reference:** S-01017-010

Purpose: This system provides a tracking system for internal agency analysis of budget, program and approval, call forward and procurement, booking/shipping receipt, and distribution of commodities for Public Law 480, Title II grant food programs to assist foreign countries. **Input:** Statistical data on a worldwide basis in support of the system segments are recorded from U.S. private and voluntary organizations, Department of Agriculture, UN World Food Program, and Title II field posts. **Content:** Information is organized on the basis of country, sponsor (voluntary agency, World Food Program, etc.), category (Maternal and Child Health, School Feeding, Food for Work, etc.), and commodity with respect to recipients, quantity, and value. Shipping information is also available including vessel, sailing data, and port of departure. Data are updated monthly back to fiscal year 1976. **Output:** Output is hardcopy printouts accessed from an on-line terminal or a high speed printer. To date major reports relate to budget, program and approval, and call forward and procurement. Reports are generated on an ad hoc basis. Data base query through use of on-line terminal is done daily. Statistical data are generated under column headings. **Availability:** Reports are for internal use only. Distribution is made to AID offices, USDA, OMB, and other entities upon request.

Agency Contact: Office of Food for Peace; Agency for International Development, Washington, DC 20523; (703) 235-9649.

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Program Evaluation.

OMB Funding Title/Code: Functional Development Assistance Programs / 11-1021-0-1-151; Housing and Other Credit Guaranty Programs / 72-4340-0-4-151, Advance Acquisition of Property--Revolving Fund / 72-4590-0-4-151, Technical Assistance / 11-9998-0-7-151; Security Supporting Assistance / 11-1006-0-1-151.

Congressional Relevance: House Committee on Appropriations: Foreign Operations Subcommittee, House Committee on International Relations, Senate Committee on Appropriations: Foreign Operations Subcommittee; Senate Committee on Foreign Relations.

Data Base Reference: S-01017-013

Purpose: This system provides a retrospective analysis of the Agency's program experience to see if the stated objectives had been achieved and to determine how and why events happened as they did. This is an analysis at a higher and more comprehensive level than project evaluation. **Input:** System input consists of: 1) Workforce effort to evaluate the quality, explicitness, and Rigor of project/program design, 2) The conduct of centrally managed, highly selective ex post studies in-depth of the impact of individual projects and sets of projects on development goals; 3) workforce effort to examine retrospectively program issues which are not country-specific. The logical framework matrix is applied to both the project/program design and the evaluation processes. **Content:** Information includes: 1) Baseline data in fields of food and nutrition, agricultural research, population planning and health, and education and human resources development; 2) prior experience with similar projects elsewhere; and 3) application of experimental, quasi-experimental, or other evaluation approaches. **Output:** Principal output is reports on programs/projects, resource allocation and program management, comparison of alternate strategies and approaches, and reports on sectoral input of programs. **Availability:** Reports are primarily for internal use, but are also available to other foreign assistance agencies, developing countries, universities, etc. Evaluation information is to be included in the Development Information System (DIS)

Agency Contact: Office of Program Evaluation; Agency for International Development, Washington, DC 20523; (202) 632-0226.

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Voluntary Agency Shipping System.

OMB Funding Title/Code: Functional Development Assistance Programs / 11-1021-0-1-151.

Congressional Relevance: House Committee on Appropriations: Foreign Operations Subcommittee; House Committee on International Relations; Senate Committee on Appropriations: Foreign Operations Subcommittee; Senate Committee on Foreign Relations.

Data Base Reference: S-01017-007

Purpose: The system provides a procedure for recording dollar value, flag, weight, and freight charges for Public Law 480 (Food for Peace) and other commodities and produces periodic reports from these records. **Input:** Quarterly reports submitted by private voluntary agencies which are registered with AID's Advisory Committee on Voluntary Foreign Aid and participate in the overseas freight subsidy program comprise the system input. **Content:** The private voluntary agencies report quarterly to AID the dollar value of the Public Law 480 (Food for Peace) and other commodities they ship abroad, the country to which shipped, the flag of shipment, weight, and freight charges. The system is updated quarterly with cumulative totals for the current fiscal year. **Output:** Quarterly reports are prepared showing country breakdown by dollar value of commodities shipped, U.S. and foreign flag volume, and freight costs. **Availability:** Reports are for internal use and for use by the Bureau of Economic Analysis of the Department of Commerce.

Agency Contact: Office of Private and Voluntary Cooperation; Agency for International Development, Washington, DC 20523; (202) 632-8098.

TENNESSEE VALLEY AUTHORITY

351

World Fertilizer Market Information System.

OMB Funding Title/Code: Tennessee Valley Authority Fund / 64-4110-0-3-301.

Congressional Relevance: House Committee on Appropriations: Public Works Subcommittee; House Committee on Public Works and Transportation; Senate Committee on Appropriations: Public Works Subcommittee; Senate Committee on Environment and Public Works

Data Base Reference: S-05700-002

Purpose: The system provides the world fertilizer industry with detailed data and analyses of fertilizer market trends and new developments. **Input:** Data on fertilizer production units and distribution and marketing facilities are collected from published and unpublished sources. Data collected by other agencies, such as USDA, Bureau of Mines, Trade Commission, Bureau of Census, and FAO, are included for analysis and interpretation. **Content:** This system consists of two files: 1) World Fertilizer Production Capacity--A worldwide inventory of current and future fertilizer production units cataloged by company name, location, product and capacity, current plant status, and scheduled years of operation for projected new units. All major fertilizer materials are included along with raw materials essential for the manufacture of fertilizers. Time period is 1967-80 and the file is updated weekly. 2) Annual World Fertilizer Production, Consumption, and Trade--This file includes world fertilizer production, consumption, export, and import statistics by product and country for the years 1962-75. This file is updated annually. **Output:** The principal output of this system is two biennial publications--Fertilizer Trends and World Fertilizer Market Review and Outlook. Output can be punched card, tape, hardcopy, or CRT display. **Availability:** Information is publicly available from TVA-NFDC. All information is available through a commercial computer time-sharing direct file access system as well.

Agency Contact: National Fertilizer Development Center; Muscle Shoals, AL 35660; (205) 383-4631.

Appendix 3

Recurring Reports to the Congress on Food

Citations in this appendix are extracted from *Requirements for Recurring Reports to the Congress, a Directory issued by the Comptroller General for the period through June 30, 1976* (1977 Congressional Sourcebook Series) PAD-77-61. 1977

COMMODITY FUTURES TRADING COMMISSION

352

Annual Budget Estimates.

Frequency/Due Date: Annually / When President submits budget.

Agency Contact: Office of Management and Finance. (202) 254-3354.

Congressional Recipient: House Committee on Agriculture; House Committee on Appropriations; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations.

Authority: Commodity Futures Trading Commission Act of 1974 (P.L. 93-463; 88 Stat. 1390; 7 U.S.C. 4a(h)(1)).

Data Base Reference: R-07800-001

This report includes budget requirements for the year for the Commodity Futures Trading Commission. (PR)

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Commodity Futures Trading Commission Annual Report.

Frequency/Due Date: Annually / 120 days after end of fiscal year.

Agency Contact: Public Information. (202) 254-8630.

Congressional Recipient: House of Representatives: Speaker of the House; House Committee on Appropriations; Senate: President of the Senate; Senate Committee on Appropriations.

Authority: Commodity Futures Trading Commission Act of 1974 (P.L. 93-463; 88 Stat. 1392; 7 U.S.C. 12-2).

Data Base Reference: R-07800-003

This report summarizes operations of a new commission charged with more effective regulation of the commodity futures market. Activities include the regulation of all agricultural and other commodities, including lumber and metals, which are traded on commodity exchanges. (PR)

354

Explanatory Notes for the Annual Budget Submission.

Frequency/Due Date: Annually / When President submits budget.

Agency Contact: Office of Management and Finance. (202) 254-9524.

Congressional Recipient: House Committee on Appropriations; Senate Committee on Appropriations.

Authority: Commodity Futures Trading Commission Act of 1974 (P.L. 93-463; 88 Stat. 1390; 7 U.S.C. 4a(h)(2)).

Data Base Reference: R-07800-002

This report embodies legislative recommendations, testimony, and comments on legislation related to the effective regulation of the commodity futures market. (PR)

DEPARTMENT OF AGRICULTURE

355

Annual Report on Public Law 480.

Frequency/Due Date: Annually / April 1.

Agency Contact: Foreign Agricultural Service. (202) 447-5775.

Congressional Recipient: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry.

Authority: Food for Peace Act of 1966 (P.L. 89-808, § 2(e); 80 Stat. 1537; 7 U.S.C. 1736b).

Data Base Reference: R-00212-001

This report contains narrative and statistical information on what the United States has done to expand international trade under Public Law 480. It shows how the United States has helped develop and expand export markets for its commodities and how the United States has used its abundant agricultural productivity to combat hunger and malnutrition and to encourage economic development in the developing countries, with particular emphasis on assistance to those countries that are determined to improve their own agricultural production. Particular emphasis is placed on improving the nutrition of pregnant and nursing mothers, babies and preschool children. The report details the self-help programs in developing countries, loans, educational and cultural exchange programs, common defense, pest-control programs, buildings for U.S. Government and numerous other categories, and includes a section on foreign donations.

356

[Commodity Credit Corporation Report of Payments in Excess of \$50,000]. FI-234.

Frequency/Due Date: Monthly / Unspecified.

Agency Contact: Agricultural Stabilization and Conservation Service. (202) 447-4042.

Congressional Recipient: House Committee on Government Operations.

Authority: Requested by the House Government Operations Committee.

Data Base Reference: R-00209-002

This is a list of each payment by the Commodity Credit Corporation in excess of \$50,000 during the month. Each item shows the date, amount, name and address of recipient, and a brief identification of the purpose of the payment.

357

Evaluation of Emergency Livestock Credit Act of 1974 as Amended.

Frequency/Due Date: Annually / June 16

Agency Contact: Farmers Home Administration. (202) 447-6586.

Congressional Recipient: House Committee on Agriculture, Senate Committee on Agriculture, Nutrition, and Forestry.

Authority: Emergency Livestock Credit Act of 1974, as amended (P.L. 94-35; 89 Stat. 214; 7 U.S.C. Prec. 1961 NT).

Data Base Reference: R-00201-001

This document provides data on the application of the Emergency Livestock Credit Act of 1974, as amended. It includes the number of loan applications submitted during the fiscal year, the number and amount of loans approved, the financial situation facing cattlemen at the time of the report, the effect of this Act on the retail marketing of beef and on the farm-retail price spread of beef. At the discretion of the Secretary of Agriculture, it may include recommendations regarding actions to further decrease the price spread and to increase beef consumption. (MN)

358

Financial and Technical Assistance for Non-Metropolitan Planning Districts.

Frequency/Due Date: Annually / September 1.

Agency Contact: Rural Development Service. (202) 447-9296.

Congressional Recipient: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry.

Authority: Agricultural Act of 1970 (P.L. 91-524; 84 Stat. 1383).

Data Base Reference: R-00202-001

This report reflects the efforts of the Department of Agriculture (with the cooperation of HUD) to provide information about and technical assistance for rural development to small communities. The report details the extent to which land grant colleges and universities, the Extension Service, and other Department of Agriculture programs are used to inform and assist the public. (MN)

359

*Foreign Meat Inspection.***Frequency/Due Date:** Annually / March 1**Agency Contact:** Animal and Plant Health Inspection Service. (202) 447-6971.**Congressional Recipient:** House Committee on Agriculture; House Committee on Interior and Insular Affairs; House Committee on Science and Technology; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Energy and Natural Resources; Joint Committee on Atomic Energy**Authority:** Federal Meat Inspection Act, as amended (P.L. 90-201, § 10; 81 Stat. 591; 21 U.S.C. 620(e)(1)).**Data Base Reference:** R-00205-001

This report contains numerous tables, and provides information on the leading countries exporting meat to the United States, by number of export plants; plant listing by country, names, and locations of foreign plants authorized to have their products imported into the United States, the number of inspectors employed by the U.S. Department of Agriculture to inspect plants authorized to import products into the United States during the year, and the frequency with which each plant was inspected; the number of inspectors licensed by foreign countries to inspect imports subject to the Federal Meat Inspection Act, and facilities in which imports were handled; and a detailed report of plants rejected for failure to meet standards prescribed by the Act. It also contains tables that provide information on the total volume of products imported into the United States from each foreign country, with itemization showing the volume of each major category of products imported from each country, and a report of rejections of foreign products for failure to meet standards prescribed by the Act; leading countries exporting meat to the United States, by pounds passed for entry, and the types of meat imported into the United States.

360

*A Global Assessment of Food Production and Needs.***Frequency/Due Date:** Annually / November 1.**Agency Contact:** Office of General Sales Manager. (202)447-5775.**Congressional Recipient:** House Committee on Agriculture; House Committee on International Relations; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Foreign Relations.**Authority:** International Development and Food Assistance Act of 1975, as amended (P.L. 94-161; 89 Stat. 854; 7 U.S.C. 1736b(c)).**Data Base Reference:** R-00200-018

This report provides a global assessment of food production and needs, prospects for U.S. food assistance, and the relationships of food assistance to other development assistance and other donor assistance. It gives particular attention to the food situation in the lowest income countries. (MN)

361

*National Advisory Council on Child Nutrition: Annual Report.***Frequency/Due Date:** Annually / Unspecified.**Agency Contact:** National Advisory Council on Child Nutrition. (202) 447-8211.**Congressional Recipient:** Senate Committee on Agriculture, Nutrition, and Forestry.**Authority:** National School Lunch Act, as amended (P.L. 91-248, § 9; 84 Stat. 213; 42 U.S.C. 1763).**Data Base Reference:** R-00207-001

This is a report on the child nutrition programs administered by the Department of Agriculture, including recommendations for administrative and legislative changes.

362

*Orderly Liquidation of Stocks of Agricultural Commodities Held by Commodity Credit Corporation and the Expansion of Markets for Surplus Agricultural Commodities.***Frequency/Due Date:** Annually / Unspecified.**Agency Contact:** Export Marketing Service. (202) 447-5775.**Congressional Recipient:** House Committee on Agriculture; House Committee on Appropriations; Senate Committee on Agriculture, Nutrition, and Forestry.**Authority:** Agricultural Act of 1956 (P.L. 84-540, § 201(b); 70 Stat 198; 7 U.S.C. 1851(b))**Data Base Reference:** R-00212-002

This report contains data on the quantities of surplus commodities held by the Commodity Credit Corporation and the methods of disposition utilized and the quantities disposed of during the fiscal year. It also discusses the methods of disposition to be utilized and the estimated quantities that can be disposed of during the following fiscal year. It contains a detailed program for the expansion of markets for surplus agricultural commodities through marketing and utilization research and improvement of marketing facilities, and recommendations for additional legislation necessary to accomplish these goals.

363

*Quarterly Report of General Sales Manager.***Frequency/Due Date:** Quarterly / 30 days after end of quarter.**Agency Contact:** Office of General Sales Manager. (202)447-2612.**Congressional Recipient:** House Committee on Agriculture; House Committee on Budget; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Budget.**Authority:** Agriculture and Related Agencies Appropriation Act of 1976 (P.L. 94-122; 89 Stat. 653; 15 U.S.C. 713a-10).**Data Base Reference:** R-00200-016

This report contains statistical and narrative documentation and latest information on agricultural exports including grade and quantity as sold and as delivered. Data relate to both private sales and those funded by the Commodity Credit Corporation and Public Law 480. (MN)

364

Report of President of Commodity Credit Corporation. FI-300P.**Frequency/Due Date:** Annually / Unspecified.**Agency Contact:** Agricultural Stabilization and Conservation Service. (202) 447-6681.**Congressional Recipient:** Congress.**Authority:** (P.L. 80-806, § 13; 62 Stat. 1073; 15 U.S.C. 714k).**Data Base Reference:** R-00209-003

This report contains data and information on the commodity loan and purchase programs, the feed grain, wheat and cotton programs, the supply, commodity export, storage facilities and export sales programs, and other financing and operating functions. It contains a statement of income and expense, and includes an analysis of deficit and net restoration of capital.

365

Report of Secretary of Agriculture to Congress—Meat and Poultry Inspection. 34MP48.**Frequency/Due Date:** Annually / April 1.**Agency Contact:** Animal and Plant Health Inspection Service. (202)447-4393.**Congressional Recipient:** House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry.**Authority:** Wholesome Poultry Products Act (P.L. 90-492; 82 Stat. 807; 21 U.S.C. 470).**Data Base Reference:** R-00205-002

This report deals with the slaughter of poultry; the preparation, storage, handling, and distribution of poultry parts; poultry products and inspection of establishments concerned with any of these poultry related activities. (MN)

366

Report of Secretary of Agriculture to Congress—Meat and Poultry Inspection. 34MP48.

Frequency/Due Date: Annually / April 1.

Agency Contact: Animal and Plant Health Inspection Service. (202)447-4293.

Congressional Recipient: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry.

Authority: Wholesome Meat Act (P.L. 90-201; 81 Stat. 600; 21 U.S.C. 691).

Data Base Reference: R-00205-005

This report deals with the slaughter of animals; the preparation, storage, handling, and distribution of carcasses; parts of carcasses; meat and meat food products; and inspection of establishments concerned with any of these meat related activities (MN)

367

A Report on the Food Stamp Program Submitted to the Congress in Accordance with the Provisions of the Food Stamp Act.

Frequency/Due Date: Annually / January 20.

Agency Contact: Food and Nutrition Service. (202) 447-8351.

Congressional Recipient: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry.

Authority: Food Stamp Act of 1964, as amended (P.L. 90-552; 82 Stat. 958; 7 U.S.C. 2025).

Data Base Reference: R-00207-002

This report contains information on major program improvements resulting from legislation; program participation by recipients, retailers, wholesalers, and meal services; compliance monitoring of retailers and wholesalers; recipient fraud, prosecutions, and convictions; lawsuits; and innovative changes occurring during the year. In addition, the report provides information on the emergency issuance of food stamps, public assistance withholding, the automatic coupon ordering program, mechanical disasters, the outreach program, nutrition education, and quality control.

368

[Report on Title I Allocations, Agreements, Purchase Authorization, Sales, and Shipments].

Frequency/Due Date: Monthly / Unspecified.

Agency Contact: Foreign Agricultural Service. (202) 447-5775.

Congressional Recipient: House Committee on Agriculture; House Committee on Appropriations; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations.

Authority: Requested by Senators Hubert H. Humphrey, Mark O. Hatfield, and Dick Clark.

Data Base Reference: R-00212-003

The Department of Agriculture is requested to provide monthly reports on aid allocations that have been decided, agreements that have been signed, and shipments that have been made. Information should be on a country-by-country basis, with cumulative totals of actual aid shipments for each country. The report is presented in tabular form covering country and commodity, allocations furnished by the Department of State, agreements signed, purchase authorizations issued, sales registered, and shipments. Countries are grouped as those Most Seriously Affected by world economic conditions (MSA), and as non-MSA, to indicate the division of resources.

369

Report to Congress on Egg Products Inspection Act.

Frequency/Due Date: Annually / March 1.

Agency Contact: Agricultural Marketing Service. (202) 447-4476.

Congressional Recipient: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry.

Authority: Egg Products Inspection Act (P.L. 91-597, § 26; 84 Stat. 1634; 21 U.S.C. 1054).

Data Base Reference: R-00204-001

The report deals with the continuous inspection of liquid, frozen and dried egg products in plants to determine that such products are wholesome, unadulterated and processed under sanitary conditions, and the periodic inspection of shell egg packing plants and hatcheries to determine the disposition of their restricted eggs. It contains data on volume of eggs, inspectors involved, tests performed, registration of hatcheries and other information.

370

Report to Congress: Federal Crop Insurance Corporation.

Frequency/Due Date: Annually / Unspecified.

Agency Contact: Federal Crop Insurance Corporation (202) 447-3197.

Congressional Recipient: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry.

Authority: Federal Crop Insurance Act, as amended (P.L. 80-32, § 1; 61 Stat. 719; 7 U.S.C. 1508(a)).

Data Base Reference: R-00211-001

This report summarizes the operations of the Federal Crop Insurance Corporation as to premiums and indemnities to each crop insured. The report also includes the experience of the current year, and accumulative insuring experience.

DEPARTMENT OF COMMERCE

371

Statement of Expenditures for All Appropriations for Propagation of Food Fishes.

Frequency/Due Date: Annually / Beginning of congressional session.

Agency Contact: National Oceanic and Atmospheric Administration. (202) 634-7269.

Congressional Recipient: House Committee on Merchant Marine and Fisheries.

Authority: (24 Stat. 523; 16 U.S.C. 744).

Data Base Reference: R-00306-016

This report is a detailed statement of expenditures for the propagation of food fishes. (MN)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

372

Annual Report of the Secretary of Health, Education, and Welfare in the Fair Packaging and Labeling Act (P.L. 89-755).

Frequency/Due Date: Annually / Unspecified.

Agency Contact: Office of Program Implementation. (301) 443-6313.

Congressional Recipient: House Committee on Interstate and Foreign Commerce; Senate Committee on Commerce, Science and Transportation.

Authority: Fair Packaging and Labeling Act (P.L. 89-755, § 8; 80 Stat. 1301; 15 U.S.C. 1457).

Data Base Reference: R-00505-002

During the fiscal year, a vigorous program of implementing and enforcing the Fair Packaging and Labeling Act (FPLA) has continued. Among the many areas in which the Food and Drug Administration has taken steps to determine compliance or to effect compliance with FPLA are inspections, wharf examinations, the collection of domestic samples, the collection of imported samples, examinations of domestic and imported items, seizures, recalls, post inspection letters, special investigations, and import detentions. This report provides statistical data on these activities, with figures given for food, drug, and domestic actions.

DEPARTMENT OF LABOR

373

[Enforcement of the Farm Labor Contractor Registration Act]
Frequency/Due Date: Annually / Unspecified.
Agency Contact: Employment Standards Administration. (202) 523-8493
Congressional Recipient: House Committee on Agriculture; House Committee on Education and Labor, Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Human Resources
Authority: Farm Labor Contractor Registration Act Amendments of 1974 (P.L. 93-518; 88 Stat. 1658; 7 U.S.C. 2048(a)).
Data Base Reference: R-00904-001

The purpose of this report is to describe the activities of the Department of Labor with regard to enforcement of provisions of the Farm Labor Contractor Registration Act. The report includes but is not limited to, a description of efforts to monitor and investigate the activities of farm labor contractors, the number of persons to whom certificates of registration have been issued, the number of complaints of violations received by the Department and the disposition of these complaints, and the number and nature of any sanctions imposed

DEPARTMENT OF STATE

374

Report on Activities Pursuant to Title XII of the Foreign Assistance Act of 1975.
Frequency/Due Date: Annually / April 1.
Agency Contact: Trade Assistance. (202) 632-3800.
Congressional Recipient: House Committee on Appropriations; Senate Committee on Appropriations.
Authority: Foreign Assistance Act of 1975 (P.L. 94-161; 89 Stat. 866; 22 U.S.C. 2220e).
Data Base Reference: R-01017-018

This report is to summarize activities pursuant to Title XII of the Foreign Assistance Act of 1975 which were undertaken during the year and project activities for the next 5 years. Consideration is also to be given to activities of the Board for International Food and Agricultural Development. (PR)

ENVIRONMENTAL PROTECTION AGENCY

375

Pesticides in the Aquatic Environment. RIN8500.081A.
Frequency/Due Date: As required / Upon occurrence of event.
Agency Contact: Office of Water Programs. (202) 755-7014.
Congressional Recipient: House Committee on Agriculture; House Committee on Public Works and Transportation; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Commerce, Science and Transportation; Senate Committee on Environment and Public Works.
Authority: Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500; 86 Stat. 823; 33 U.S.C. 1254(1)(2)).
Data Base Reference: R-02303-003

This report on water pollution details the latest scientific knowledge available in indicating the kind and extent of effects on health and welfare that may be expected from the presence of pesticides in the water in varying quantities. The report also contains information on the methods available to control the release of pesticides into the environment, and on the persistency of pesticides in the water environment. Sections of the report are specifically devoted to discussions of agricultural and urban land drainage, atmospheric processes (i.e., dusting and spraying), waste disposal and accidental spills. Also included are sections on the precise identity of the various pesticides and their movements in water. The various methods of pest control

are discussed, i.e., cultural methods, such as sanitation and farm management; physical and mechanical methods, such as the use of light traps in insect control; use of resistant varieties of crop plants, such as wilt resistance in tobacco plants; biological agents for pest control, such as boll, tomato and corn earworm control with a virus; and several other methods.

FARM CREDIT ADMINISTRATION

376

Annual Report of the Farm Credit Administration and the Cooperative Farm Credit System
Frequency/Due Date: Annually / End of fiscal year.
Agency Contact: Information Division. (202) 755-2170.
Congressional Recipient: House Committee on Agriculture; Senate Committee on Agriculture, Nutrition, and Forestry.
Authority: Farm Credit Act of 1971 (P.L. 92-181, § 5.18(3); 85 Stat. 622; 12 U.S.C. 2252(3)).
Data Base Reference: R-02600-005

This report is a comprehensive summary of the activities of the Farm Credit Administration, and of the banks and associations it supervises. Administration included revision of regulations, a study of management development, and reaffirmation of the ban on partisan politics. Financial statistics for the year are provided in the appendix.

GENERAL ACCOUNTING OFFICE

377

Audit of Commodity Credit Corporation.
Frequency/Due Date: Triennially / Upon occurrence of event.
Agency Contact: Community and Economic Development Division. (202) 447-6358.
Congressional Recipient: House Committee on Government Operations; Senate Committee on Governmental Affairs.
Authority: Government Corporation Control Act (P.L. 79-248; 59 Stat. 599; 31 U.S.C. 851).
Data Base Reference: R-30400-008

This report contains information from an audit of the Commodity Credit Corporation. Data include selected highlights of fiscal year operations, amount of operating loss, volume of activities, changes in loans and inventory balances, reimbursable costs, and changes in receivables. (PR)

OFFICE OF TECHNOLOGY ASSESSMENT

378

Annual Report to the Congress by the Office of Technology Assessment.
Frequency/Due Date: Annually / March 15.
Agency Contact: Office of Technology Assessment. (202) 224-8996.
Congressional Recipient: House of Representatives; Speaker of the House; House Committee on Science and Technology; Senate, President of the Senate.
Authority: Technology Assessment Act of 1972 (P.L. 92-484; 86 Stat. 802; 2 U.S.C. 480).
Data Base Reference: R-30700-001

This report describes multidisciplinary assessments of technology in the following fields: energy, food, materials, the oceans, health, and transportation. Research and development policies and priorities are discussed. (PR)

VETERANS ADMINISTRATION

379

Dairy Products Acquired from the Commodity Credit Corporation for Use in Veterans Administration Hospitals.

Frequency/Due Date: Semiannually / Unspecified.

Agency Contact: Procurement Division. (202) 389-3521.

Congressional Recipient: *House* Committee on Agriculture, *Senate* Committee on Agriculture, Nutrition, and Forestry

Authority: Agricultural Act of 1949 (P.L. 83-690, § 202(a); 68 Stat. 900; 7 U.S.C. 1446a(a))

Data Base Reference: R-06505-004

This report describes Veterans Administration participation in utilizing dairy products made available by the Commodity Credit Corporation. Such dairy products acquired under price support programs are provided as the VA Administrator certifies that they are required for rations of butter, cheese, and other dairy items for hospitals under his jurisdiction.

Appendix 4

Federal Program Evaluations on Food

Citations in this appendix are extracted from *Federal Program Evaluations; July 1, 1975 through June 30, 1977*. (1976 Congressional Sourcebook Series, PAD-77-5, 1976; 1977 Congressional Sourcebook Series, PAD-78-27, 1977).

AGENCY FOR INTERNATIONAL DEVELOPMENT

380

Afghan Fertilizer Company and Checchi and Company Advisory Team
Theodore Lustig, Abdullah Naik, John Standish, and others. 668.62
C514. November 25, 1975. 11 pp.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Near East.

Agency Managing Program: Agency for International Development, Kabul (Afghanistan)

Programs Evaluated: Food and Nutrition—Near East

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

The performance of the Afghan Fertilizer Company (AFC), although not perfect, represented a great improvement in fertilizer distribution over the system earlier used. AFC had demonstrated that a government entity organized along corporate lines could operate with considerably greater efficiency than any other governmental organization. The Agency for International Development (AID) emphasized the importance of a study of the proper application rate of phosphatic fertilizers, a study which the Government had agreed to carry out under a covenant in the Fertilizer Loan Agreement. AFC agreed that the study should be initiated as soon as possible. AFC's projections and their implications were discussed, and it was decided that AFC would develop annual projections which could then be adjusted on the basis of experience. AFC also reported the proposed formation of a national seed company for the purchase, multiplication, and certification of improved seed varieties. AID was ready to continue its support to AFC but cautioned AFC against establishing unrealistic output goals because these would cause difficulties in annual operational and investment planning. AFC is interested in continued advisory services, continued participant training, and the establishment of a soils laboratory.

381

Agency for International Development Loan and Grant Assistance to the Agricultural Sector (Guatemala); Project No. 520-T-026.

Fred Mann. October 1975. 22 pp.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Latin America.

Agency Managing Program: Agency for International Development, Guatemala City (Guatemala)

Programs Evaluated: Food and Nutrition—Latin America

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

An integrated Agency for International Development (AID) assistance program for traditional agricultural sector development was initiated in 1970. Under the BANDESA/DIGESA Agricultural Production Credit and Technical Assistance Program loans, participant training and technical assistance increased. This program appears to have been significant in all farm sizes and in all regions. A separate evaluation of the Cooperatives Agricultural Credit Program concludes that, in general, the goals and purposes of AID assistance over the 1971-75 period have been achieved in most instances and significantly

exceeded in some. Human Resources Development Program training has, in general, been consistent with program purposes and at adequate levels of magnitude. Under the Agricultural Research Program, research is being conducted at five experiment stations. Both the Grain Storage and Marketing Program and the Artisanry Development Program have been below target. Remaining loan funds have been reprogrammed for use in production credit. Some problems that require further attention are soil erosion, inadequate linkages to available markets, the relative ineffectiveness of the Sector Planning Unit, increasing delinquency rates, and the advisability of subsidizing interest rates.

382

Agricultural Credit Project No. 621-11-1140-117.

Eugene E. Schroeffer, James K. Kellond. Dempex Assoc., Inc.; Agriculture Research Corp. of America. June 17, 1977.

Agency Sponsoring Evaluation: Agency for International Development.

Agency Managing Program: Agency for International Development, Dar es Salaam (Tanzania)

Programs Evaluated: Food and Nutrition—Africa

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

383

Agricultural Research Project No. 621-11-110-107 (Tanzania).

Lloyd Clyburn, M. B. Russel, Lloyd Tatum. TZ 630.72 C649. May 1976. 2 pp.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Africa.

Agency Managing Program: Agency for International Development, Dar es Salaam (Tanzania)

Programs Evaluated: Food and Nutrition—Africa

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

The evaluation discusses scope of work and methodology. The research strategy, methods, input, and output are reviewed. The research program, manpower resources and development, administration, and goals are described. After considerable delay the project was started up in 1973, short of programmed input but with a scientifically sound approach. The project has produced highly significant output in its first 2 years' operation and is progressing well in spite of the fact that the project staff provided for in the basic project agreement is 80 percent complete. Recommendations include drafting a statement of goals and objectives of the agricultural research service; devising a system of planning, budgeting, and implementing that harmonizes with national crop development purposes, input, and procedures and those of the regional research institutes; placing more emphasis on the development of manpower for the research program; placing emphasis on the development of manpower for the research program; placing more emphasis on informal, on-the-job training of research colleagues; continuing development of high lysine maize and short-season maize; and including sorghum and millet research in the project.

384

Application of a Field Guide for Evaluation of Nutrition Education in Three Programs in Brazil

March 1976

Agency Sponsoring Evaluation: Agency for International Development Bureau for Technical Assistance.

Agency Managing Program: Agency for International Development Bureau for Technical Assistance

Programs Evaluated: Population Planning and Health-Latin America

Budget Function: International Affairs Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.)

Public Availability: AID Reference Center

385

Assessment and Field Review of Water Management Research by Colorado State University (Pakistan).

Howard Haise, and others PK 333.913 H153. February 1976 80 pp

Agency Sponsoring Evaluation: Agency for International Development Bureau for Asia

Agency Managing Program: Agency for International Development, Islamabad (Pakistan)

Programs Evaluated: Food and Nutrition-Asia

Budget Function: International Affairs Foreign Economic and Financial Assistance (151)

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.)

Public Availability: AID Reference Center

The Colorado State University (CSU) Water Management Research Project consists of several subprojects. The project has held a course, and each piece of work has focused on the target of research on onfarm water supply and use. The CSU approach is based on the concept of technical and socioeconomic research on information needs of farmers and policymakers, extenders who carry the message to farmers, and a package of knowledge and activity. Farmers, researchers, and extenders all contribute to and draw upon this package. Experiments were conducted in an acceptable and innovative manner which located and pointed out the nature of technical, social, and economic constraints. The project has developed field and survey methods and techniques which can be tested for replicability. It was recommended that 10 components of the CSU program be continued and that technical assistance to facilitate formation of farmer associations and input of fertilizer and credit be provided. The Government of Pakistan needs an organization with water management knowledge, or the loan effort may fail.

386

Assessment Report on the Haiti Small Coffee Farmer Project and the Bureau de Credit Agricole.

November 15, 1976. 193 pp.

Agency Sponsoring Evaluation: Agency for International Development Bureau for Latin America.

Agency Managing Program: Agency for International Development, Port-au-Prince (Haiti)

Programs Evaluated: Food and Nutrition-Latin America

Budget Function: International Affairs Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.)

Public Availability: AID Reference Center

108

387

CARIS-Current Agricultural Research Information Service; Project No. 931-0974

February 1977. 2 vols. (6 pp.).

Agency Sponsoring Evaluation: Agency for International Development Bureau for Technical Assistance.

Agency Managing Program: Agency for International Development Bureau for Technical Assistance

Programs Evaluated: Food and Nutrition-Worldwide

Budget Function: International Affairs Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

388

Central African Livestock Production and Marketing Project; Assale (Chad)/Serbewel (Cameroon).

George B. McElroy. November 22, 1975. 30 pp.

Agency Sponsoring Evaluation: Agency for International Development Bureau for Africa.

Agency Managing Program: Agency for International Development, N'Djamena (Chad)

Programs Evaluated: Food and Nutrition-Africa

Budget Function: International Affairs Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

The project, evaluated during the first of two planned phases, is to improve livestock production efficiency by introducing packages of production practices to traditional livestock producers through producer associations. On balance, project implementation has proceeded at an acceptable rate. The joint multidonor arrangements between the Agency for International Development, UNDP, and FAC have worked well. Infrastructure and institution building are well underway. Good progress has been made in animal health and water development. Increased livestock numbers highlight the danger of further resource degradation from overstocking and the need for more rapid involvement of producers. Recommendations for the remainder of Phase I are to shift emphasis to those project components which increase offtake and retard resource degradation; give high priority to marketing as a means of optimizing herd offtake; expedite organization and training of appropriate personnel in producer associations; concentrate extension activities only on the most promising activities; restructure participant training in support of project requirements; and make a production model of project cattle. The major consideration for Phase II project design is the need for a new strategy aimed at increasing the efficiency of diversified or mixed livestock and agricultural production.

389

The Central Helmand Drainage Project (Phase I).

Ernest J. Barbour, Donald W. Reilly, Raymond Hooker, and others. 627.54 B239. July 31, 1976. 27 pp. + 2 annexes.

Agency Sponsoring Evaluation: Agency for International Development Bureau for Near East

Agency Managing Program: Agency for International Development, Kabul (Afghanistan)

Programs Evaluated: Food and Nutrition-Near East

Budget Function: International Affairs Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

This evaluation seeks to diagnose existing problems and issues which affect project implementation and to offer specific recommendations for their resolution. The project planning concepts and objectives remain sound. Increasingly close communications and a developing team spirit now characterize the working relationship between Helmand-Arghandab Valley Authority (HAVA) and the Agency for International Development (AID). Reasonable agreement exists on objectives, although priorities seem to differ. General project implementation was delayed by lack of forceful, continuous, full-time management on the part of AID. Drain construction completed to date has been of acceptable standards and according to specifications, but targets have not been met. Master planning for Phase II has been overshadowed by the heavy pressures on HAVA and the Soil Conservation Service to demonstrate progress on physical construction. Specific recommendations are made regarding AID project management, HAVA project management, design production, field data collection and analysis, farm drain construction, main drain construction, and planning for Phase II. The primary conclusion is that there is insufficient basis to recommend a go-ahead decision on Phase II until there is clear evidence that expanded physical output is likely and planning has clearly delineated implementable project content.

390

Central Veterinary Laboratory (1961-1976) Ministry of Production, Bamako, Mali—Project 625-610

Sherwin Landfield. November 1976. 93 pp.

Agency Sponsoring Evaluation: Agency for International Development.

Agency Managing Program: Agency for International Development, Bamako (Mali)

Programs Evaluated: Food and Nutrition—Africa

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

391

Colombia Small Farmer Technology.

Development Alternatives, Inc. October 22, 1975.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Latin America.

Agency Managing Program: Agency for International Development, Bogota (Colombia)

Programs Evaluated: Food and Nutrition—Latin America

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

392

The Emergent Population Program in Bangladesh; Consultant Report. Pi-Chao Chen. BG 301.32 C518. January 6, 1977. 23 pp.

Agency Sponsoring Evaluation: Agency for International Development: Assistant Administrator for Population and Humanitarian Assistance.

Agency Managing Program: Agency for International Development: Assistant Administrator for Population and Humanitarian Assistance

Programs Evaluated: Population Planning and Health—Asia

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

393

Evaluacion Final del Programa de Desarrollo Agropecuario (1971-1974).

La Academia de Centro America. 106 pp.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Latin America

Agency Managing Program: Agency for International Development, San Jose (Costa Rica)

Programs Evaluated: Food and Nutrition—Latin America

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151)

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

394

Evaluation Model for Joint U.S. and Mexico Cooperative Screwworm Eradication Program

November 1975.

Agency Sponsoring Evaluation: Animal and Plant Health Inspection Service: Animal Disease and Pest Control Div

Agency Managing Program: Animal and Plant Health Inspection Service

Programs Evaluated: Animal Disease and Pest Control—Screwworm Program (APHIS)

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Tariff Act of 1930 (19 U.S.C. 1306). Act of February 28, 1947 (21 U.S.C. 114b-114d). Act of September 6, 1961 (21 U.S.C. 114g-114h). Act of June 16, 1948 (21 U.S.C. 114e-114f). P.L. 92-152.

The current program to maintain a screwworm barrier zone along the U.S. border will cost about \$13.9 million in fiscal year 1976. Current U.S. livestock losses from screwworm average about \$5 million per year with periodic losses of \$12 million or more. In the absence of a program, losses could approach \$205 million annually. The ratio of U.S. benefits to U.S. costs for the current program during the years 1970-75 was approximately 19.89. The joint U.S.-Mexico screwworm program is expected to eradicate screwworms in Mexico north of the Isthmus of Tehuantepec by 1982 at a total cost of \$129.3 million. Annual costs to maintain the new barrier zone are estimated at \$3.2 million. Benefits from the joint program include reduction in U.S. program costs and losses as well as reduction of Mexico's \$32.2 million annual livestock losses from screwworm. The overall benefit/cost ratio for the joint program is estimated at 3.01. Under the 80/20 cost sharing agreement, the benefit/cost ratio to the U.S. alone will be about 1.63, while the estimated ratio of benefits to costs for Mexico is 12.27. The basic data and assumptions used to estimate losses from screwworms were not fully documented, although loss estimates appear to be consistent with results of previous studies. Continuation of a program to keep screwworms out of the U.S. appears to be economically justified. However, the low ratio of benefits to costs for the U.S. from the joint U.S.-Mexico program to move the barrier zone to Tehuantepec indicates that this program should be closely monitored and reevaluated frequently for possible program adjustments.

395

Evaluation of Experience under Improved Management Practice for Corn.

February 19, 1975

Agency Sponsoring Evaluation: Federal Crop Insurance Corp.

Agency Managing Program: Federal Crop Insurance Corp

Programs Evaluated: Federal Crop Insurance (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352)

Authority: Federal Crop Insurance Act (P.L. 75-430).

Data Base Reference: E-00211003

The use of improved management practices for corn as a means of increasing guarantees to farmers and reducing the loss-ratio was successful. The improved practices included early planting, minimum and maximum plant populations, maximum maturity date for corn, and minimum nitrogen fertilizer applications. The loss-ratio for farmers under the improved practices were .16 in Wisconsin and .14 in Minnesota versus .24 and .37 respectively for farmers using standard practices. Guarantees were increased up to 40 percent above normal for the improved practices with the same or reduced premiums. These findings suggest that the improved practice approach for insuring farmers crops should be expanded in an orderly way to other crops, such as tree fruits, cotton, and peas, which are responsive to improved practices.

396

Evaluation of Extension Activity and Recommendations.

Francis A. Kutish. DR 630.715; K97. August 1975. 23 pp.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Latin America.

Agency Managing Program: Agency for International Development, Santo Domingo (Dominican Republic)

Programs Evaluated: Food and Nutrition-Latin America

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

397

Food Waste-Sanitation Cost-Benefit Methodology.

C. Frank Consolazio, and others. September 1976. 16 pp.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Technical Assistance.

Agency Managing Program: Agency for International Development: Bureau for Technical Assistance

Programs Evaluated: Population Planning and Health-Worldwide

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

398

Guatemala Small Farmer Development.

Development Alternatives, Inc. November 13, 1975.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Latin America.

Agency Managing Program: Agency for International Development, Guatemala City (Guatemala)

Programs Evaluated: Food and Nutrition-Latin America

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

399

Intercountry Evaluation of Agency for International Development Land Sale Guaranty Programs (Ecuador and Costa Rica).

Bernice A. Goldstein, Robert W. House. EC 333.32 G624. June 1975. 65pp.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Latin America.

Agency Managing Program: Agency for International Development: Bureau for Latin America

Programs Evaluated: Food and Nutrition-Latin America

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

The programs have had limited impact insofar as the land sale guaranty feature is concerned, although the complementary portion of the Agency for International Development's (AID) assistance package under the two loans did benefit small farmers who otherwise might not have been reached. If similar projects are contemplated in the future, they should be undertaken only in the context of an active and supportive host government land tenure program and the clear identification of significant private land sale opportunities. Moreover, there should be full recognition that such projects are complex in design and that they require a range of services which may seriously overburden host government capabilities. There should also be full host government involvement in the initial design of land sale guaranty projects. In both Costa Rica and Ecuador, there were difficulties over the AID requirements which prevent the guaranty funds from being disbursed until there is an actual call on the guaranty. Both loans were ultimately amended to shift AID funds from the guaranty to agricultural production credit. Five recommendations were made about host government policy and supporting infrastructure, supply and demand for private land transfer, target population, and the guaranty concept.

400

Intercountry Evaluation of Small Farmer Organizations (Ecuador and Honduras).

Judith Tendler. EC 334 T291a. November 1976. 52 pp.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Latin America.

Agency Managing Program: Agency for International Development: Bureau for Latin America

Programs Evaluated: Food and Nutrition-Latin America

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Studies of nine Agency for International Development (AID) programs in Ecuador and Honduras make recommendations on small farmer groups, groups and land acquisition, federations and other group-assisting organizations, credit unions and their federations, credit programs for small farmer groups, self-sufficiency and AID-supported organizations, interagency coordination, and monitoring and implementation of small farmer group projects. Small farmer organizations tend to do better when they organize around a concrete goal. AID's programs to organize small farmer organizations have had considerably less impact than they might have. AID-financed organizations played important roles as brokers. Credit unions and their federations, in contrast to cooperative federations, have been more successful cases of AID institution building, and they have done better than other financial institutions at getting credit to small farmers. It was concluded that AID should take a

sequential or evolutionary approach to small farmer organizing. It should focus on certain organization-building tasks, rather than on certain organizational forms. AID should take more advantage of the small farmer's interest in organizing temporarily to achieve certain limited and concrete goals

401

Joint Review Team for Agricultural Research in Pakistan in Relation to the Loan Agreement between the Government of Pakistan and the United States.

Musahibuddin Khan, and others. April 2, 1976. 73 pp.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Asia

Agency Managing Program: Agency for International Development, Islamabad (Pakistan)

Programs Evaluated: Food and Nutrition-Asia

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

It is recommended that the Agricultural Research Loan Project be continued without modification for one additional year. Although the program of work is too ambitious, the project is soundly conceived and consistent with current and long range national goals for strengthening research capability for overall improvement in the agricultural sector. Changes in personnel and location of staff, plus the absence of a regularly appointed director general, seem to have seriously restricted program implementation. Implementation of training, commodity procurement, and logistic support was inadequate. Due to problems regarding acquisition of land for the Pakistan Agricultural Research Center (PARC), no construction has begun. Despite problems encountered, however, the Agricultural Research Council (ARC) has moved ahead in the development of a national research program. Specific recommendations regard administration of ARC, training, commodity procurement, technical assistance, ARC building and housing, PARC, national administration and implementation of research, research in agricultural departments in the provinces, and research in agricultural colleges and universities.

402

Liberia Agricultural Programming.

Robert R. Nathan. December 30, 1976.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Africa.

Agency Managing Program: Agency for International Development: Monrovia (Liberia)

Programs Evaluated: Food and Nutrition-Africa

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

403

The Masai Livestock and Range Management (Kenya); Project No 621-11-130-093.

TZ 036 U89. February 1976. 82 pp.

Agency Sponsoring Evaluation: Agency for International Development, Dar es Salaam (Tanzania).

Agency Managing Program: Agency for International Development, Dar es Salaam (Tanzania)

Programs Evaluated: Food and Nutrition-Africa

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Food

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

The project was to achieve a high level of net offtake in the Masai District. To date little has been accomplished with respect to attaining the condition expected at the end of the project. There is little evidence that production indices such as increased calf drops, larger animals, younger animals being marketed, and increased net offtake have materialized. This shortfall is due to slower than anticipated progress in physical development, implementation of improved grazing practices, and lag in the cattle improvement program. The assumptions respecting achievement of project purposes have not been borne out. Progress is being made with respect to animal health and disease control, but there has been no evident change in Masai attitudes about development of a market orientation. Recommendations indicate that the contractor for the Masai Team should be changed; the training program should be accelerated; the participant training program should be modified; the range management capability should be expanded to bring it into balance with that of the water component; the sociological input should be redirected to provide a means of monitoring progress and change among the Masai; and the hydrogeologist should give priority to identifying promising borehole sites. Fifteen other recommendations are presented.

404

The Morocco Family Planning Program.

John C. Robbins, Roger P. Bernard, David Mutchler, Laurie S. Zabin. American Public Health Association. 301.32 R634. February 1976. 134 pp.

Agency Sponsoring Evaluation: Agency for International Development: Assistant Administrator for Population and Humanitarian Assistance.

Agency Managing Program: Agency for International Development, Rabat (Morocco)

Programs Evaluated: Population Planning and Health-Near East

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

Based on national figures and observations, it is evident that in 10 years the Moroccan National Family Planning Program had almost no demographic effect. Any modest fall in the birth rate is more the result of social change than the extension of family planning. There has been slight progress; however, the basic figures r

Agency Managing Program: Agency for International Development: Bureau for Technical Assistance
Programs Evaluated: Health-Worldwide
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151)
Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).
Public Availability: AID Reference Center

406

Nutrition Planning Workshops.
 Malcolm Young, and others. Development Associates, Inc. February 28, 1977. 153 pp + appendices.
Agency Sponsoring Evaluation: Agency for International Development: Bureau for Technical Assistance
Agency Managing Program: Agency for International Development: Bureau for Technical Assistance
Programs Evaluated: Health-Worldwide
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151)
Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).
Public Availability: AID Reference Center

407

The Progress of the National Maize Project at the End of One Cropping Season in Morogoro and Arush Regions (Tanzania).
 November 1976. 33 pp
Agency Sponsoring Evaluation: Agency for International Development: Bureau for Africa
Agency Managing Program: Agency for International Development: Dar es Salaam (Tanzania)
Programs Evaluated: Food and Nutrition-Africa
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).
Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).
Public Availability: AID Reference Center

The National Maize Plan appears to be handling the logistical problem of supplying villages with input in a reasonably organized and efficient way. The program was successful in teaching farmers about good maize production practices. However, in both conception and implementation, the program suffers from some critical flaws. At no point in the program is serious consideration given to developing a local capacity to continue the project functions. As it now operates, the project reinforces a pattern of passive village dependency on the government. The problems connected with paying for input should be carefully reviewed. This includes the economic return to inputs at unsubsidized prices, the extension of credit, and improving the transport and marketing systems. Local people and local conditions must be included as a central consideration of the project. Recommendations made to farmers must be locally appropriate. Package sales must be locally evaluated. The local need for credit should be evaluated. The extension effort should be adopted to local conditions. Local people must be involved in the planning and operation of the project. Unless these things are done, the plan will be just another one-shot banded project which contributed little or nothing to development.

408

Regional Organizations Development: Africa Cooperative Savings and Credit Association/Directed Agricultural Production Credit; Evaluation Project 698-0391.
 Russell W. Bierman, Karen M. Poe, Ronald E. Bobel. AFR G-1079. June 1977. 103 pp

112

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Africa.
Agency Managing Program: Agency for International Development: Bureau for Africa
Programs Evaluated: Food and Nutrition-Africa
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).
Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).
Public Availability: AID Reference Center

409

Report to ROCAP-Agro Business Evaluation (Small Farmer Participation).
 Jack Heller. Regional Rural Agribusiness Development Loan.- March 31, 1976. 20 pp
Agency Sponsoring Evaluation: Agency for International Development: Bureau for Latin America.
Agency Managing Program: Agency for International Development
Programs Evaluated: Food and Nutrition-Latin America
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).
Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).
Public Availability: AID Reference Center

410

Review of Governmental Affairs Institute-Agricultural Sector Implementation Project; Project No. 931-0936.
 CSD-3630. October 30, 1975. 27 pp. + enclosures.
Agency Sponsoring Evaluation: Agency for International Development: Bureau for Technical Assistance.
Agency Managing Program: Agency for International Development: Bureau for Technical Assistance
Programs Evaluated: Food and Nutrition-Worldwide
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).
Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).
Public Availability: AID Reference Center

411

Rural Cooperatives in Guatemala: A Study of Their Development and Evaluation of AID Programs in Their Support; Volume 1-Summary and General Evaluation, Volume 2-Evaluation Team Study Papers on Specific Projects.
 William H. Rusch, and others. GT 334.683 R951a. March 1976. 2 vols (101 pp.).
Agency Sponsoring Evaluation: Agency for International Development: Bureau for Latin America.
Agency Managing Program: Agency for International Development, Guatemala City (Guatemala)
Programs Evaluated: Food and Nutrition-Latin America
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).
Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).
Public Availability: AID Reference Center

This is a study of rural cooperatives in Guatemala, with special reference to four principal programs receiving Agency for International Development (AID) assistance: FENACOAC, FECOAR, FUNDACION DEL CENTAVO, and independent cooperatives. The study contains a history of AID-supported and other cooperative development and the present status of development; a brief analysis of AID goals and purposes; and an analysis of program benefits to small farmers and achievements in institutional development.

ment It discusses major issues in future programming. Major findings are that the cooperative movement is successful in reaching the small farmers and helping them to increase production and income and that cooperatives have potential for helping more farmers in more ways. Major shortcomings are that cooperatives overemphasize credit and fertilizer and give insufficient attention to technical assistance, agricultural diversification, and marketing and that the programs are independent and parallel. Strengths and weaknesses of the individual programs are described. Recommendations include harmonizing the various cooperative programs; providing more technical assistance, marketing, agricultural diversification, and educational services; involving independent cooperatives more, trying harder to meet the needs of the marginal farmer; studying cause and cure for delinquency and bad debts; placing greater emphasis on medium and longer term credit; and giving greater emphasis to buildup of quantum credit available.

412

Secretaria de Estado de Agricultura Programa Nacional de Desarrollo Agricola para el Pequeno Agricultor (Agricultural Sector-T-027).

1975. 155 pp.

Agency Sponsoring Evaluation: Agency for International Development; Bureau for Latin America.

Agency Managing Program: Agency for International Development, Santo Domingo (Dominican Republic)

Programs Evaluated: Food and Nutrition-Latin America

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

413

Small Farmer Risk Taking: Project No. 931-1093.

Development Alternatives, Inc. October 1975.

Agency Sponsoring Evaluation: Agency for International Development; Bureau for Technical Assistance.

Agency Managing Program: Agency for International Development; Bureau for Technical Assistance

Programs Evaluated: Agriculture-Worldwide

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

414

Technical Assistance-Agricultural Economic Research and Planning: Project 237.1.

September 13, 1975. 22 pp. + appendix.

Agency Sponsoring Evaluation: Agency for International Development; Bureau for Near East.

Agency Managing Program: Agency for International Development, Tunis (Tunisia)

Programs Evaluated: Food and Nutrition-Near East

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

415

The Thaba Bosiu Rural Development Project in Lesotho

James B. Davis, James J. Acres, William A. Daley LT630 968 D262. October 31, 1975. 71 pp. + 8 appendices

Agency Sponsoring Evaluation: Agency for International Development

Agency Managing Program: Agency for International Development

Programs Evaluated: Rural Development-Africa

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

Thaba Bosiu has made a significant contribution to agricultural development in Lesotho in evolving a process by which the Government of Lesotho (GOL) can reach and influence rural people to accept change. It has surfaced a great deal of information on the motivation of the Basotho and the reasons for low agricultural production. With the possible exception of profits to some villages from fish ponds, it has not yet caused any increase in rural income, and with the exception of a few households, it will not bring about any appreciable increase during the life of the project. It has demonstrated that Basotho personnel employed by the project, and presumably others, can be trained for technical tasks. Given the time, money, machinery, and skilled manpower, conservation measures can be installed in a workmanlike manner. The approach which should come into play now is modifying traditional farming systems and adopting cropping and husbandry practices which are consistent with soil and range conservation. It is recommended that the Agency for International Development, GOL, and the project management broaden the search for high income crops, livestock, poultry, and management systems. Twenty-one other specific recommendations deal primarily with administration and personnel.

COMMUNITY SERVICES ADMINISTRATION

416

A Pilot Program for Improving Food Acquisition and Utilization Practices of Selected Participants in the Food Stamp Program in Missouri.

Alane K. Dryden. Technical Education Research Centers, Inc., Waco, TX. LN-1780. October 1, 1975. 110 pp.

Agency Sponsoring Evaluation: Community Services Administration; Kansas City Regional Office, Public and Private Relations Div.

Agency Managing Program: Missouri: Dept. of Social Services, Div. of Family Services

Programs Evaluated: Food Stamp Program (10 551)

Budget Function: Health: Health Research and Education (552); In-

come Security: Public Assistance and Other Income Supplements (604).

Authority: Community Services Act of 1974, title II (P.L. 93-644; 42 U.S.C. 2790 et seq.). Economic Opportunity Act of 1964, as amended.

Public Availability: Community Services Administration Library; Washington, DC 20506

Data and followup interviews present overwhelming evidence that the Food Stamp Program for Jackson, Buchanan, and Platte counties is operating effectively and efficiently among a selected segment of the population, primarily that portion already involved in welfare. However, the evidence is equally overwhelming that no effective and efficient systems are being utilized to provide useful information concerning the Food Stamp Program to the marginally poor or to those persons undergoing unexpected economic stress due to current economic conditions. This failure to provide information has been the subject of several national studies completed recently, including the report of the Select Committee on Nutrition and Human Needs of the United States Senate, which found that only 38 percent of those eligible are participating in the Food Stamp Program across the nation.

COUNCIL ON WAGE AND PRICE STABILITY

417

Government Regulation of Milk Markets.

Dr Thomas M. Lenard December 3, 1975 29 pp

Agency Sponsoring Evaluation: Council on Wage and Price Stability Office of Government Operations and Research.**Agency Managing Program:** Agricultural Marketing Service**Programs Evaluated:** Federal Market Order Program-Milk; Federal Milk Price Support**Budget Function:** Agriculture: Farm Income Stabilization (351); Agriculture: Agricultural Research and Services (352)**Authority:** Agricultural Marketing Agreement Act of 1937 (7 U.S.C. 601-602; 7 U.S.C. 608a-608e, 7 U.S.C. 610; 7 U.S.C. 612). Agricultural Act of 1949 (7 U.S.C. 1446).**Public Availability:** Council on Wage and Price Stability

This report reviewed some of the arguments that bear on the question of Federal regulation of milk markets and some of the recent attempts which have been made to assess its impact. It discusses the costs and benefits of two major aspects of the Federal regulatory structure: the Federal market order program and the system of price supports. The available evidence suggests that regulation of the dairy industry is costly in terms of inefficient use of resources and increased costs to consumers. A conservative estimate of the net social cost of the Federal order system and the price support program is \$165 million annually. Estimates of transfers from consumers to producers are in the neighborhood of \$700 million annually. The Council suggested that consideration be given to phasing out the current regulatory system.

418

Review of Economic Literature on Milk Regulation

Tanya Roberts. Public Interest Economics Center. December 1975. 66 pp.

Agency Sponsoring Evaluation: Council on Wage and Price Stability.**Agency Managing Program:** Department of Agriculture**Programs Evaluated:** Federal Milk Marketing Order Program; Antitrust Policy Promotion Activities (Regulatory Area)**Budget Function:** Agriculture: Farm Income Stabilization (351); Agriculture: Agricultural Research and Services (352).**Authority:** Agricultural Marketing Agreement Act of 1937 (7 U.S.C. 601-602; 7 U.S.C. 608a-608e; 7 U.S.C. 610; 7 U.S.C. 612). Cooperative Marketing Associations Act of 1922 (7 U.S.C. 291-292).**Public Availability:** Council on Wage and Price Stability

This study reviews much of the economic literature discussing the pros and cons of milk regulation and provides a general introduction and background on two main aspects of milk regulation—Federal Milk Marketing Orders and the exemption of dairy cooperatives from the antitrust laws. The study concludes that the combination of the marketing order system and the monopolistic position of some co-ops affects consumers and dairy farmers as well as the efficiency with which resources are used in the dairy industry. There is no clear evidence that prices are stabilized except in the context of establishing and enforcing minimum prices based on the classified system of pricing. In addition to the transfer of income from consumers to the dairy farmers, there is some net economic loss to the society from which neither group gains. The net resource loss attributable to Federal Orders and monopoly power of co-ops is estimated at roughly \$200 million annually. Resources are used up in inefficiency, administrative expenses, lobbying, political contributions, and managerial perquisites, etc. U.S. consumers have the potential of producing and consuming \$200 million more goods and services if Federal Milk Marketing Orders and monopoly power were eliminated from the drinking milk industry.

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DEPARTMENT OF AGRICULTURE

419

Acceptability and Suitability of the Expanded Thrifty Recipe Flyers by Low-Income Families.

April 1973.

Agency Sponsoring Evaluation: Food and Nutrition Service.**Agency Managing Program:** Food and Nutrition Service**Programs Evaluated:** Food Stamps (10 000)**Budget Function:** Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).**Authority:** Food Stamp Act of 1964 (P.L. 88-525). P.L. 91-671.**Data Base Reference:** E-00207022

420

Analysis of Individual Underwriting Progress and Problems.

February 19, 1975.

Agency Sponsoring Evaluation: Federal Crop Insurance Corp.**Agency Managing Program:** Federal Crop Insurance Corp.**Programs Evaluated:** Federal Crop Insurance (10,000)**Budget Function:** Agriculture: Agricultural Research and Services (352).**Authority:** Federal Crop Insurance Act (P.L. 75-430).**Data Base Reference:** E-00211002

This analysis evaluates Federal Crop Insurance Corporation (FCIC) pilot tests of alternative approaches to individual underwriting for crop insurance. The use of a coverage adjustment table in 1974, which in addition to rates based on land productivity and general risk recognizes the actual insurance experience of the grower, successfully reduced policy cancellations from previous years and from surrounding counties not using the table. It also provided a means of reducing losses from unfavorable insurance experience. The modified coverage adjustment used on sugar beets also was favorably accepted in some new counties and will be extended in 1975 for further testing. This method establishes a minimum 60-66 percent guarantee of the normal yield and adjusts it up 3 percent for each year without a loss to a maximum of 75 percent, and down 3 percent for each consecutive loss beyond the first, with no increase for two years following a loss year. A third approach based on actuarial maps was unsuccessful. It did not improve the loss-ratio experience in the test counties. The approach created many more rate and coverage combinations than before. It complicated presenting the insurance program to farmers and in some cases led farmers to unintentionally report misleading crop yield projections to FCIC. Tentative findings suggest that policy cancellations can be reduced and loss ratios improved by expanding personalized insurance rates and coverages to individual growers based on relatively simple low cost techniques. Further testing and evaluation, including expansion to more crops, are desirable.

421

Analysis of the Effects of Federal Milk Marketing Orders on the Economic Performance of U.S. Milk Markets.

W. D. Dobson, B. M. Buxton. Wisconsin Univ., Madison. Dept. of Agricultural Economics. 144-H 321. August 1977.

Agency Sponsoring Evaluation: Agricultural Marketing Service: Dairy Div.**Agency Managing Program:** Agricultural Marketing Service: Dairy Div.**Programs Evaluated:** Federal Milk Marketing Order Program**Budget Function:** Agriculture (350); Agriculture: Farm Income Stabilization (351).**Authority:** Agricultural Marketing Agreement Act of 1937, title VII, as amended (P.L. 75-137; 7 U.S.C. 601 et seq.).**Public Availability:** Department of Agricultural Economics, University of Wisconsin, Madison, WI 53706

The basic objectives of this study are to measure the degree of consumer milk price enhancement caused by classified pricing; examine the extent to which Federal milk orders stabilize consumer prices, producer prices, and producer incomes; and measure the gains and losses of consumers' surplus and producers' surplus associated with classified pricing.

422

APHIS Evaluation Task Force on McGregor Report: The Emigrant Pest. June 1974.

Agency Sponsoring Evaluation: Animal and Plant Health Inspection Service.

Agency Managing Program: Animal and Plant Health Inspection Service

Programs Evaluated: Animal Disease and Pest Control (10.000); Plant Disease and Pest Control (10.000); Import Inspection (10.000)

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Federal Plant Pest Act (P.L. 85-36; 7 U.S.C. 147-148; 7 U.S.C. 150). Plant Quarantine Act (P.L. 62-275; 7 U.S.C. 151-164a). Terminal Inspection Act (P.L. 63-293; 7 U.S.C. 166). Mexican Border Act, as amended (P.L. 85-36; 7 U.S.C. 149). Department of Agriculture Organic Act of 1944. Mexican Pink Bollworm Act. Golden Nematode Act. Honeybee Act. Halogeton Glomeratus Act. Federal Noxious Weed Act. P.L. 65-40. P.L. 80-645. P.L. 87-539. P.L. 82-529. 7 U.S.C. 145. 7 U.S.C. 281-282. 7 U.S.C. 1651-1656. 7 U.S.C. 2801-2813.

Data Base Reference: E-00205004

423

Appraisal of SCS Wind Erosion Damage Assessment and Reporting Alternatives for Improved Damage Assessment. September 1974.

Agency Sponsoring Evaluation: Department of Agriculture: Office of Planning and Evaluation.

Agency Managing Program: Soil Conservation Service

Programs Evaluated: Great Plains Conservation (10.000)

Budget Function: Natural Resources, Environment, and Energy: Conservation and Land Management (302); Agriculture: Agricultural Research and Services (352).

Authority: Soil Conservation and Domestic Allotment Act (P.L. 84-1021).

Data Base Reference: E-00200003

The study appraises standards and procedures used to assess potential and actual damages from wind erosion in the Great Plains and the cost-effectiveness of the reported information. Wind erosion hazards and activity were very low in most of the 250-300 counties reported in the last three wind erosion seasons ending May 1974. Cropland damaged in excess of 15,000 acres was reported in only 25-30 counties. Only 5-13 counties had land damaged equivalent to 100 or more farms. In 40-50 percent of the reporting counties, actual land damage was less than a third of the land reported to be in condition to blow. For the region as a whole from 1955 to 1974, the annual ratio of land damaged to the reported potential ranged from 1 percent to 862 percent. The median ratio was 24 percent. Reporting standards and procedures varied from county to county. "Land damaged" is weakly defined. Its significance to agricultural productivity is unclear and confusing. It is reported only in terms of acres damaged with a wide range in the amount of actual damages incurred. Producers ordinarily are aware of wind erosion conditions as they develop on the land they farm before the reports are available. Local reports and news releases based on the wind erosion reports primarily offer supportive information for what producers are doing to cope with those conditions. Annual costs of reporting were \$10,990, including about 2,000 man-hours. The weakness in the reporting methods suggests that the reports are not sufficiently accurate or reliable to provide a sound basis for national policymaking. The utility of the reported wind erosion information for Soil Conservation

Service (SCS) purposes is also very low but probably sufficient to justify the small costs. Costs could be further reduced by more discriminating selection of counties for reporting. Definitions of and procedures for reporting should be improved.

424

Appraising the Effects of the Agricultural Act of 1970 upon Oklahoma's Economy.

R. Lynn Harwell, and others. July 1972.

Agency Sponsoring Evaluation: Agricultural Stabilization and Conservation Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Feedgrains and Products (10.000); Wheat and Products (10.000); Upland Cotton (10.000)

Budget Function: Agriculture: Farm Income Stabilization (351).

Authority: Agricultural Act of 1964 (P.L. 88-297). Commodity Credit Corporation Charter Act (P.L. 80-806).

Public Availability: Southern Journal of Agricultural Economics, Vol. 4, No. 1

Data Base Reference: E-00209006

This is an evaluation of the impact of the Agricultural Act of 1970 and the 1971 farm commodity programs on gross farm income in Oklahoma and the multiplier effects on the nonfarm community. The base year is 1970, and the analysis compares 1971 farm income to 1970 farm income. Principal commodity programs involved are cotton, wheat, and feedgrains. The study estimated that both variable costs and sales increased 15 percent, while farm income increased about 3 percent, and Federal expenditures were reduced about 3 percent. The short run effects were beneficial to farmers, the general Oklahoma economy, and Federal budgets. But, the longer run effects raise concern because the Agricultural Act of 1970 and the 1971 program gave farmers greater freedom to determine level of production, and thereby increased uncertainty about production outcomes and future price levels. The income multiplier applied to the \$7 million increase in farm income generated an estimated \$11 million direct and indirect benefits throughout Oklahoma with an additional \$7 million from income induced effects. The study provides supporting evidence that under given conditions (Oklahoma, 1971) a Government program providing greater freedom for farmers to choose production patterns can result in improved income. It cautions, however, that unless demand is sustained over time, commodity price fluctuations can be more difficult and expensive to control.

425

Authority: Food Stamp Act of 1964 (P.L. 88-525)
Data Base Reference: E-00219008

The liberalization of the Food Stamp Program in 1970 had a significant effect in expanding demand for food, especially beef and other animal products. Bonus food stamps are about twice as effective as cash grants in increasing food expenditures. On the average, a dollar of bonus stamps generates 50-60 cents in additional food expenditures at retail, depending on family size and income; it decreases with rising incomes and is higher for large families than for small ones. In 1973, over 12 million people received about \$2 billion in bonus stamps, which was equivalent to about 1.5 percent of total U.S. food expenditures; this represented an increase in food expenditures of 75 to 90 percent. About 80 percent of the increased expenditures for food went to red meats, more than half of which was beef. Study implications are that bonus food stamps have a potential for maintaining food consumption at levels higher than those which would have existed in the absence of the program, especially among the lowest income group. Effectiveness will probably diminish as income eligibility standards are raised. While nutritional effects were not directly measured, it seems likely that they would be less than proportional to expenditures, since most of the increased expenditures were higher cost products (red meats), and other studies suggest that protein deficiency is not a characteristic nutritional problem among U.S. poor.

427

Capitalization of Farm Program Benefits into Land Values.
 Robert D. Reinsel, Ronald D. Krenz. ERS-506. October 1972.
Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.
Agency Managing Program: Agricultural Stabilization and Conservation Service.
Programs Evaluated: Feedgrains and Products (10.000); Wheat and Products (10.000); Rice (10.000); Upland Cotton (10.000); Tobacco (10.000); Peanuts (10.000).
Budget Function: Agriculture. Farm Income Stabilization (351).
Authority: Agricultural Act of 1964 (P.L. 88-297). Commodity Credit Corporation Charter Act (P.L. 80-806).
Data Base Reference: E-00219001

In 1970, the total capitalized value of past farm program benefits was about \$16.5 billion, or 8 percent of the value of farm real estate. Since 1955, land buyers have paid an estimated \$5.9 billion to buy program benefits, but only \$2.7 billion of this amount remained unrecovered in 1970. The difference between unrecovered investment and opportunity value—\$14 billion—represents an increment to value above the actual investment of land and allotment owners. The study challenges the common assumption that most farm program benefits are capitalized into land values at rates similar to farm mort-

gaging that most of the short term earnings

Authority: Agricultural Trade Development and Assistance Act of 1954 (P.L. 83-480).

Data Base Reference: E-00212001

This analysis was to test the hypothesis that if a Government marketing agency attempts to maximize its revenues from the marketing of imported and domestically produced wheat, the results will be less than socially optimal. The study focused on Colombia during the 1955-71 period. It was found that as a result of the marketing agency's internal pricing policy over the period (prices received by Colombian producers averaged 20 percent lower than the socially optimal price), Colombia imported 1.4 million tons of wheat which could have been produced locally at lower cost. Based on the estimated lower production cost relative to import cost, Colombia lost 157,000 tons of "free" domestic production. Public Law 480 imports, which totaled 1,023,000 tons over the period, had an average gift component of 28 percent of the import value plus internal distribution costs. In effect, Colombia received 286,000 gift tons of imported wheat. Although the net gains in Colombia from Public Law 480 were probably positive, the internal pricing policy that eliminated the major portion of domestic production cost the country the greater part of the potential benefits for the aid program. Allocation of Public Law 480 assistance without regard to recipient countries' internal pricing and distribution policies can have adverse impact on the achievement of U.S. foreign economic development goals.

429

Cash Grain Price Reporting in the United States.
 Richard Heifner, James Driscoll. February 1977. 4 pp.
Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.
Agency Managing Program: Agricultural Marketing Service
Programs Evaluated: Grain Market Reporting
Budget Function: Agriculture (350); Agriculture: Agricultural Research and Services (352).
Authority: Agricultural Marketing Act of 1946.
Public Availability: Economic Research Service; Document No. ERS-648

The U.S. commercial cash grain market is a dispersed market with most sales made to buyers located away from the major terminals. It is primarily a market in contracts for deferred delivery; these are entered into verbally by telephone and followed by written confirmation. The typical country elevator sells to only a few buyers and relies upon telephone contact with buyers, along with radio and teletype reports of future prices as sources of information for making pricing decisions. Much of the basic information needed by traders is assembled by the Agricultural Marketing Service and distributed to users by commercial services. These findings indicate that grain market news reports provide useful information to the grain trade. They suggest that more emphasis should be placed on reporting prices outside the traditional terminal markets. More attention should be given to reporting prices for deferred delivery rather than spot delivery, and the delivery periods involved should be specified in the reports.

430

Citrus Blackfly Program Evaluation.
 1973.
Agency Sponsoring Evaluation: Animal and Plant Health Inspection Service.
Agency Managing Program: Animal and Plant Health Inspection Service
Programs Evaluated: Plant Disease and Pest Control (10.000)
Budget Function: Agriculture: Agricultural Research and Services (352).
Authority: Federal Plant Pest Act (P.L. 85-36; 7 U.S.C. 147-148; 7 U.S.C. 150). Plant Quarantine Act (P.L. 62-275; 7 U.S.C. 151-164a). Terminal Inspection Act (P.L. 63-293; 7 U.S.C. 166). Mexican Border Act, as amended (P.L. 85-36; 7 U.S.C. 149). Department of Agriculture Organic Act of 1944. Mexican Pink Bollworm Act.

Golden Nematode Act. Honeybee Act. Halogeton Glomeratus Act. Federal Noxious Weed Act. P.L. 65-40. P.L. 80-645. P.L. 87-539. P.L. 82-529. 7 U.S.C. 145. 7 U.S.C. 281-282. 7 U.S.C. 1651-1656. 7 U.S.C. 2801-2813.

Data Base Reference: E-00205003

There is no question but that the citrus blackfly will eventually become established throughout the five citrus-producing areas of the United States. The only uncertainty lies in the date of this eventuality. The present program may delay the permanent establishment of the pest in the United States by 10-32 years, but it cannot prevent it entirely. Once established, the citrus blackfly would cause about \$173 million per year in yield losses and grower pesticide control costs if there were no Federal or State program. The present program could produce an estimated benefit/cost ratio of 84:1 by delaying the spread of the pest and would cost \$54.9 million over the life of the program. The 1973 program technology will not achieve the stated objective of eradicating citrus blackfly from the border areas of Mexico and the United States and preventing reestablishment. The study strongly supports the need for continuing research to improve techniques to control or reduce losses from the pest. Program cost-effectiveness should be reevaluated frequently, and alternative strategies or program designs should be more carefully assessed.

431

Comparison of Type A Pattern and Nutrient Standard Approaches to School Food Service Menu Planning.
September 1973

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604)

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207012

432

Computer Associated Menu Planning (CAMP).
September 1972.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207018

433

Cost Structure of the School Lunch Program.
June 1973.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207013

434

Cost Survey of Foods Purchased by the USDA and Local School Systems.
May 1974.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207009

435

Demand of Low-Income Families for Food; Food Stamps and Nutritional Achievement.

November 1974.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: Food Stamps (10,000); Special Supplemental Food (10,000); Direct Distribution of Food (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604)

Authority: Food Stamp Act of 1964 (P.L. 88-525). Child Nutrition Act of 1966 (P.L. 89-642). Agricultural Adjustment Act (P.L. 73-10). P.L. 91-671. P.L. 75-137.

Data Base Reference: E-00207020

436

Demonstration Project for Summer Special Food Service Program for Children.

December 1972.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: Non-School Food (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207026

437

Distribution of Farm Program Payments by Income of Sole Proprietors.
Thomas L. Browning, Edward I. Reinsel. April 1973.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Feedgrains and Products (10,000); Wheat and Products (10,000); Upland Cotton (10,000); Wool (10,000); Long-Term Land Retirement (10,000)

Budget Function: Agriculture: Farm Income Stabilization (351).

Authority: Agricultural Act of 1964 (P.L. 88-297). Commodity Credit Corporation Charter Act (P.L. 80-806).

Public Availability: Agricultural Economics Research; Vol. 25, No. 2

Data Base Reference: E-00219002

This study evaluates the effect of 1966 farm commodity and long term land retirement programs' direct payments to sole proprietorships on the distribution of their incomes. The payments had a slight tendency to reduce the inequality that existed in income distribution. The distributive impact of direct payment for the individual programs, however, was not uniform. Direct payments for the land retirement, wool, wheat, feedgrains, and wheat-feedgrains programs moved the total income distribution to a greater degree of equality than the cotton program, or a combination of feedgrain and wheat with cotton. The combination of feedgrains with cotton actually exaggerated the inequality. The findings suggest that incentive payments made primarily to stimulate land retirement tend to be only moderately compatible with an objective to obtain a higher degree of income equality among farmers.

438

Dual Operation in State of Washington.

October 1972.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service
Programs Evaluated: Food Stamps (10 000)
Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604)
Authority: Food Stamp Act of 1964 (P.L. 88-525) P.L. 91-671.
Data Base Reference: E-00207023

439

Economic Consequences of Federal Farm Commodity Programs, 1953-72

Frederick J. Nelson, Willard W. Cochrane. April 1976.

Agency Sponsoring Evaluation: Agricultural Stabilization and Conservation Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: USDA Price Support Programs (ASCS); Farm Commodity

Budget Function: Agriculture: Farm Income Stabilization (351)

Authority: 7 U.S.C. 1301 7 U.S.C. 1305-1307. 7 U.S.C. 1421. 7 U.S.C. 1428. 7 U.S.C. 1441-1442. 7 U.S.C. 1445a. 7 U.S.C. 1342a. 7 U.S.C. 1344b 7 U.S.C. 1350. 7 U.S.C. 1375. 7 U.S.C. 1444. 7 U.S.C. 1334a-1. 7 U.S.C. 1379 15 U.S.C. 714b-c.

This study suggests some possible impacts if USDA commodity programs had been terminated in 1953. Farm prices would have dropped for several consecutive years until they averaged 33 percent below actual levels by 1957. Aggregated farm prices would have been stable but low until after 1964, when they would have risen to a level averaging 35 percent above the actual figure in 1972. Net farm income would have fallen 55 percent below the actual level by 1957, but it would have reached 58 percent above the actual level in 1971. Residual returns to owners of farm real estate would have been negative in 1954-62. Quantity of assets, value of capital expenditures, and farmland prices all would have been lower than actual levels throughout 1953-72, as a result of farmers' response to the initial and subsequently lower expectations, and increased risk and uncertainty. Land and labor input would have increased relative to other input, and the rate of decline in agricultural employment and number of farms during 1953-72 would have been reduced. Crop resources productivity would have dropped under historical levels in all years after 1958, to be down 17 percent in 1972. Agricultural productivity (crops and livestock combined) would have been 11 percent under actual levels in 1972. These results suggest that the national agricultural plant can respond to changes in economic incentives of a free market, given sufficient time. However, in the interim, long periods of substantial disequilibrium can result.

440

Economic Effects of the 1976 Beef Grade Changes

Kenneth E. Nelson. June 1977. 15 pp.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.

Agency Managing Program: Agricultural Marketing Service

Programs Evaluated: USDA Beef Grading and Grade Standards

Budget Function: Agriculture (350).

Authority: Agricultural Marketing Act of 1946 (7 U.S.C. 1621-1627).

Public Availability: Economic Research Service, USDA; Technical Bulletin No. 1570

Econometric analysis of price data indicates that the new beef grading standards adopted in early 1976 have accomplished one of their major objectives—the price differentials between quality-yield grade combinations have widened, but the overall demand for beef has not been affected.

441

An Economic Evaluation of School Lunch Systems.

May 1973.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10.000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604)

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207016

442

Economic Impact of Proposed Changes in Beef Grades.

December 1974

Agency Sponsoring Evaluation: Agricultural Marketing Service.

Agency Managing Program: Agricultural Marketing Service

Programs Evaluated: Agricultural Product Grading (10.000)

Budget Function: Agriculture: Agricultural Research and Services (352)

Authority: U.S. Cotton Standards Act (P.L. 67-539; 7 U.S.C. 51-65)

Cotton Statistics and Estimates Act (P.L. 69-740; 7 U.S.C. 473d)

U.S. Grain Standards Act (P.L. 64-190; 7 U.S.C. 71). Naval Stores

Act (P.L. 67-478; 7 U.S.C. 91-99). Tobacco Inspection Act. Agricul

tural Marketing Act of 1946. P.L. 74-314. P.L. 79-733. 7 U.S.C. 511

7 U.S.C. 1622.

Data Base Reference: E-00204004

443

Effectiveness of the 1971-73 Set-Aside Programs (Feedgrains, Wheat, and Upland Cotton).

July 5, 1974.

Agency Sponsoring Evaluation: Agricultural Stabilization and Conservation Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Feedgrains and Products (10.000); Wheat and Products (10.000); Upland Cotton (10.000)

Budget Function: Natural Resources, Environment, and Energy: Conservation and Land Management (302); Agriculture: Farm Income Stabilization (351).

Authority: Agricultural Act of 1949 (P.L. 81-439). Commodity Credit Corporation Charter Act (P.L. 80-806). Agricultural Act of 1964 (P.L. 88-297).

Data Base Reference: E-00209001

The study found that the set-aside provisions were only 38 percent effective in reducing planted acreage in 1971, but 79 percent effective in increasing planted acreage in 1973. Percent effectiveness was determined by calculating the actual crop acreage reduction or increase for each crop as a percent of the targeted acreage decrease or increase of set-aside provisions of the 1971-73 programs. The existence of a large, nonrequired, conserving acreage base on most farms allowed planted acreage to remain relatively unchanged, while set-aside acreage was increased. Also, grazing privileges on set-aside acres led to substitution for previously grazed areas and, thus, greatly reduced the effectiveness of the set-aside program in areas where large numbers of cattle were raised. The loss in program effectiveness could have been improved by limiting the set-aside provisions on planted acreage and eliminating several of the liberalizing provisions (e.g., summer fallow practices) used in 1971-73. If this is unacceptable, then slippage will occur.

444

Effect of the Small Watershed Program on Major Land Uses.

C. Dudley Mattson. February 1975.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.

Agency Managing Program: Soil Conservation Service

Programs Evaluated: Watershed Planning (10.000)

Budget Function: Natural Resources, Environment, and Energy: Conservation and Land Management (302); Agriculture: Agricultural Research and Services (352)

Authority: Watershed Protection and Flood Prevention Act (P.L. 83-566)

Data Base Reference: E-00219007

This study compares land use changes during 1954-69 within 60 sample watershed areas (30 completed and 30 incomplete) in three regions (Southeast, Mississippi Delta, and Missouri River tributaries). In the Southeast, intensive crop farming decreased in both the developed and underdeveloped watershed areas during the 15-year period, but not so much as experienced by the region as a whole; the watershed development had no impact on land use. In the Mississippi Delta, land use change trends exhibited expansion in agricultural production on bottomlands, and static or declining intensity of use of uplands; a combination of major flood control and drainage works, principally by the Corps of Engineers, with complementary small watershed development, resulted in rapid expansion of intensive cropping of bottomlands. In the Missouri River tributaries, land use was fairly stable over the 15-year period; there was no significant impact of watershed development on land use. Work plan projections of land use could have been improved by including influences of farm organization and availability of capital, trends in farm size, land use trends in available off-farm work, and suitability of flood plain tracts for mechanized farming. Actual land uses in protected watershed areas differ substantially from those projected in watershed work plans for purposes of estimating benefits of watershed development. Policy guidelines and procedures for estimating land use change and related benefits should be changed to reflect results of this study and similar findings of similar studies in other areas.

445

The Emigrant Pest; A Report to Dr. Francis J. Malhern, Administrator, APHIS.

May 1973.

Agency Sponsoring Evaluation: Animal and Plant Health Inspection Service.

Agency Managing Program: Animal and Plant Health Inspection Service

Programs Evaluated: Animal Disease and Pest Control (10.000); Plant Disease and Pest Control (10.000), Import Inspection (10.000)

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Federal Plant Pest Act (P.L. 85-36; 7 U.S.C. 147-148; 7 U.S.C. 150). Plant Quarantine Act (P.L. 62-275; 7 U.S.C. 151-164a). Terminal Inspection Act (P.L. 63-293; 7 U.S.C. 166). Mexican Border Act, as amended (P.L. 85-36; 7 U.S.C. 149). Department of Agriculture Organic Act of 1944. Mexican Pink Bollworm Act. Golden Nematode Act. Honeybee Act. Halogeton Glomeratus Act. Federal Noxious Weed Act. P.L. 65-40. P.L. 80-645. P.L. 87-539. P.L. 82-529. 7 U.S.C. 145. 7 U.S.C. 281-282. 7 U.S.C. 1651-1656. 7 U.S.C. 2801-2813.

Data Base Reference: E-00205005

446

Evaluation of the Fiscal Year 1974 USDA Special Beef Purchase.

April 14, 1975.

Agency Sponsoring Evaluation: Department of Agriculture: Office of Planning and Evaluation.

Agency Managing Program: Agricultural Marketing Service

Programs Evaluated: Section 32 Acquisitions (10.000)

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Agricultural Adjustment Act (P.L. 73-10). Agricultural Marketing Agreement Act of 1937 (P.L. 75-137).

Data Base Reference: E-00200004

From January through March 1974, beef prices began to decline sharply. In late March 1974, the Department of Agriculture (USDA), under the authority of section 32, announced its intention

to initiate a special \$45 million purchase of choice grade beef for distribution to schools as ground beef. The purpose was to help boost prices to cattle producers and feeders. The study found that all cattle prices continued to fall during the special purchase period. The price for choice grade steers falls only 4 percent while the price of utility grade steers falls 18 percent. The spread between choice and utility grades widened during the purchase period suggesting that feed cattle producers probably benefited largely at the expense of producers of lower grade beef with no discernible net gain for the beef industry as a whole. The special purchase cost the USDA an additional \$12.5 million, of which \$6.0 million was accounted for by the higher (than normal) quality; \$6.0 million, because purchases were made before utility prices had decreased substantially in the third and fourth quarters of 1974; and \$.5 million, due to forward contracting and thus increased storage costs. The implication is that USDA purchases of specific grades of beef can achieve limited price objective but will do so largely at the expense of the price of other grades of beef and possibly pork and poultry.

447

Evaluation of Food Delivery Systems Used in School Food Service.

V. Wilkening, and others. Colorado State Univ., Fort Collins. September 1976.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.

Agency Managing Program: Food and Nutrition Service: Child Nutrition Div.

Programs Evaluated: General Cash-for-Food Assistance for Lunches

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396; 42 U.S.C. 1752; 42 U.S.C. 1759a; 42 U.S.C. 1773a) Child Nutrition Act of 1966 (P.L. 89-642).

Nutrient content for test foods varied considerably among samples. Variation appeared to be associated with ingredients, recipes, and foodservice conditions. Nutrient levels associated with food delivery systems were rarely significant, but variations from school to school were typically significant. All delivery systems tested were capable of producing a microbiologically safe meal and were not significantly different. Some potential safety hazards existed in some schools for each delivery system due to poor quality ingredients and lack of proper handling and processing of food. The acceptability of the food served was not affected by the delivery systems. Four delivery systems and 16 schools were studied. Delivery systems included on-site preparation and service, central preparation with hot bulk delivery, central preparation with chilled preportioned delivery, and frozen preportioned delivery. Appropriate analytical techniques were applied, but the sample size was small. This reduced the reliability of the results, but the general findings can be accepted with a moderate degree of confidence. Some delivery systems are capable of producing a microbiologically safe meal. School-to-school variation is largely due to difference in handling and processing food. Food service personnel need training in food sanitation and safety.

448

Evaluation of Four Completed Small Watershed Projects: South Carolina, Maryland, Idaho-Nevada, and West Virginia.

John F. Sutton. November 1974.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.

Agency Managing Program: Soil Conservation Service

Programs Evaluated: Watershed Planning (10.000)

Budget Function: Natural Resources, Environment, and Energy: Conservation and Land Management (302); Agriculture: Agricultural Research and Services (352).

Authority: Watershed Protection and Flood Prevention Act (P.L. 83-566).

Data Base Reference: E-00219009

This study is one in a series to evaluate the work plan estimates of benefits and costs of watershed development. Work plan projections of benefits and costs were compared with actual performance in the four watersheds. The work plan projections were generally consistent with the results of ex post evaluations for improved drainage, irrigation, and urban flood damage reduction where little change occurred in intensity of land use. The work plan projections were less than actual performance in case of municipal/industrial water supply and urban flood damage where flood plain land use intensification occurred. The work plan projections exceeded ex post estimates for agricultural damage reduction, more intensive use of flood plain land, and incidental recreation. Instances of substantial differences in ex ante (work plan) projected watershed development impacts and ex post observation of experienced impacts should provide a basis for initiating changes in the guidelines and procedures for making the projections. The results of this study especially support the need for changing methods of estimating changes in land use and related benefits.

449

An Evaluation of Insurance Experience.
February 19, 1975.

Agency Sponsoring Evaluation: Federal Crop Insurance Corp.

Agency Managing Program: Federal Crop Insurance Corp.

Programs Evaluated: Federal Crop Insurance (10.000)

Budget Function: Agriculture. Agricultural Research and Services (352).

Authority: Federal Crop Insurance Act (P.L. 75-430).

Data Base Reference: E-00211001

The .90 cumulative loss ratio operating objective was attained during 1948-73 when considering all 22 crops. However, the tree fruits, cotton, and peas were exceptions that need additional adjustments to improve loss ratio experience. Over the cumulative lives of the individual crop programs, 14 had a loss ratio less than .90, and 8 had a loss ratio greater than .90. Since a self-financing insurance program requires a loss-ratio in the range of .60 to .70, (to recover all administrative and operating expenses) the achievement of the Department of Agriculture goal of .90 still leaves a question as to whether the current program can become self-financing without some fundamental policy changes. Regardless of the level of the average overall loss-ratio objective, the equity of significant upward or downward variance among the individual commodity loss-ratios from the overall average or goal can be questioned.

450

Evaluation of Proposed EIA Control or Eradication Program.
May 1975.

Agency Sponsoring Evaluation: Animal and Plant Health Inspection Service.

Agency Managing Program: Animal and Plant Health Inspection Service: Veterinary Services

Programs Evaluated: Animal Disease and Pest Control Programs

Budget Function: Agriculture: Agricultural Research and Services (352).

Equine infectious anemia (EIA) affects an estimated 2.71 percent of the U.S. horse population. Annual losses to horse owners total about \$14.5 million or an average \$76.30 per horse with the disease. Since April 1973, 25 States have initiated requirements for a negative Coggins test for horses and other equidae prior to entry into the State, and some have additional requirements. A control program operated by the States with Federal assistance limited to a laboratory approval service would yield an estimated benefit/cost ratio of .20. A Federal-State cooperative eradication program would have an estimated benefit/cost ratio of .31. The low benefit/cost ratios reflect negative benefits attributed to the program options during the first few years of operation due to increased losses to owners of horses that provide to be reactors and are therefore required to be slaughtered. This includes a substantial number of horses which, while infected, are not clinically ill and may not pose high risk of spreading

the disease to other horses. Concentration of program efforts on high risk populations and horses that are moved about the most and most likely to spread the disease may increase the estimated benefit/cost ratio for the control program. The findings suggest that full-scale Federal involvement in EIA control or eradication, with available technology, would not be cost effective. Since the study was completed, incidence of the disease has declined. This is probably due to improved performance of the recent State programs. Most of the costs of these State programs are borne by horse-owners who also are the prime beneficiaries.

451

An Evaluation of Research on Improved Equipment for Harvesting and Handling Soybeans.

June 1975.

Agency Sponsoring Evaluation: Department of Agriculture: Agricultural Research Service.

Agency Managing Program: Department of Agriculture: Agricultural Research Service

Programs Evaluated: Research Activity 11150-Improved Equipment for Harvesting and Handling Soybeans

Budget Function: Agriculture: Agricultural Research and Services (352).

The major technological objective of the Agricultural Research Service (ARS) was to develop harvesting and handling equipment that would reduce soybean harvest losses from 10 percent to 4 percent of yield per acre. Partial adoption of floating cutter bars and other practices reduced actual losses from 10 percent in 1968 to about 8 percent in 1973. The net value of soybeans saved during the period attributed to ARS amounts to about \$167 million. The airjet header is capable of reducing losses to 2.5 percent. It should be available commercially in 1977. Projected benefits attributable to ARS from this and continued adoption of the floating cutter bar during 1974-80 amount to about \$332 million in soybeans saved net of equipment costs. Total net benefits from 1968 to 1980 are estimated to approach \$500 million while R and D costs for ARS and supporting efforts in State experiment stations were only \$980 thousand during 1968-75. The study adequately documents progress made toward achievement of the technological objectives. The effects of reduced losses on soybean prices were not accounted for. This precludes assessment of separate impacts on producers and consumers, and may result in some modest upward bias in benefit estimates. Projected 1974-80 benefits depend on the uncertain rate of adoption of new equipment. Small residual opportunities remain for additional gains from further research to reduce losses and damage in harvesting, handling, and storage of soybeans.

452

An Evaluation of Research on Lymphoid Leukosis and Marek's Disease.
June 1975.

Agency Sponsoring Evaluation: Department of Agriculture: Agricultural Research Service.

Agency Managing Program: Department of Agriculture: Agricultural Research Service

Programs Evaluated: Research Problem Area 211-Control of Diseases of Livestock, Poultry, and Other Animals (ARS Animal Production Efficiency Research)

Budget Function: Agriculture: Agricultural Research and Services (352).

A vaccine against Marek's disease was developed and was commercially adopted beginning in 1971. This has reduced the cost of producing broilers and eggs, which has reduced prices. Annual losses due to Marek's disease have been reduced by \$180 million. Total economic benefits amounted to about \$615 million up to mid-1975. ARS has spent about \$15 million on this research since 1939. Total research costs, including efforts by other institutions, amount to roughly \$31 million from 1939 to date. Further opportunities exist for continuing research to reduce the current level of approximately

\$100 million of annual losses in egg and poultry production due to lymphoid leukosis and Marek's disease.

453

An Evaluation of Special Grant Program to Further USDA Programs—CSRS Other External Research—ARS, FRS, CSRS, FS.

August 1976.

Agency Sponsoring Evaluation: Cooperative State Research Service.

Agency Managing Program: Cooperative State Research Service
Programs Evaluated: Specific Research Grants Program to Further USDA Programs

Budget Function: Agriculture: Agricultural Research and Services (352)

Authority: Research Grants Act of 1965 (7 U.S.C. 450i).

Within months after Southern Corn Leaf Blight (SCLB) was first observed in 1969, researchers were able to establish a relationship to Texas male-sterile (Tms) type hybrid seed and to determine that the pathogen was a new biotype of the SCLB fungus (designated Race T). Although the disease reached epidemic proportion in 1970, resulting in an estimated \$931 million of damage, it was brought under control by 1972 with the abandonment of Tms type hybrid seed in favor of normal cytoplasm seed parent systems. The Tms cytoplasm system had become the predominate technology, accounting for 85-90 percent of the hybrid seed used in 1970, because it was the only known way to produce hybrid seed without having to detassel the female parent. It is estimated that the return to detasseling added about \$1 to the per bushel cost of seed, which amounts to about \$25 million in total. Several different systems for producing hybrid seed without detasseling have been developed with the additional research funds. Although none of these systems are commercial at the present time, it is believed that the full \$25 million in annual detasseling costs will be erased by 1978-80. The report is largely descriptive in nature. It presents no information on any actual program impact. The claim of future cost savings in the event that detasseling can once be eliminated is weakened by lack of information which would show that such systems do not represent a vulnerability to other diseases as the Tms cytoplasm system did to SCLB. The findings could be interpreted as indicating that a strong well-balanced research program is the "best defense" against catastrophic crop losses and other such problems while crisis-oriented research cannot be expected to provide immediate solutions.

454

An Evaluation of Subsidy Forms for Soil and Water Conservation.

Robert Boxley, William D. Anderson. April 30, 1973.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Agricultural Conservation (10.000)

Budget Function: Natural Resources, Environment, and Energy: Conservation and Land Management (302); Agriculture: Agricultural Research and Services (352).

Authority: Soil Conservation and Domestic Allotment Act of 1936 (P.L. 87-703).

Data Base Reference: E-00219005

This study was to determine the stimulating effect of the alternative subsidies for conservation investments by landowners. Two alternative means of stimulating farmer investment in soil and water conservation are compared—Agricultural Conservation Program (ACP) and the tax incentive under section 175 of the Internal Revenue Code. Section 175 is preferred to ACP by investors in upper income brackets, and ACP is preferred to section 175 by investors in low tax brackets. It was assumed that potential tax savings were a factor in conservation investment decisions of those reporting large tax deductions. Implications are that a tax incentive under section 175 of the Internal Revenue Code, with appropriate modifications to better accommodate the lower income farm landowners, could be a

viable alternative to ACP. Also, any further evaluations of ACP as an incentive program to encourage conservation investments should include provision for acquisition of primary data from program participants and nonparticipants in order to obtain a direct measure of the effectiveness of a direct cost-share subsidy for conservation investments.

455

Evaluation of the Italian Identified Soybean Oil Promotion.

September 1974

Agency Sponsoring Evaluation: Foreign Agricultural Service

Agency Managing Program: Foreign Agricultural Service

Programs Evaluated: Foreign Market Development and Promotion (10.000)

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151), Agriculture: Agricultural Research and Services (352)

Authority: Agricultural Trade Development and Assistance Act of 1954 (P.L. 83-480). Agricultural Act of 1954 (P.L. 83-690).

Data Base Reference: E-00212012

456

An Evaluation of the Mulligan Stew 4-H Television Series for Extension Service, USDA.

Sydelle Stone Shapiro, and others. Abt Associates, Inc., Cambridge, MA. December 1974

Agency Sponsoring Evaluation: Department of Agriculture: Extension Service.

Agency Managing Program: Department of Agriculture: Extension Service

Programs Evaluated: Expanded Nutritional Assistance and Family Education (10.000)

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Cooperative Agricultural Extension Work (P.L. 63-95) Smith-Lever Act (P.L. 83-83).

Data Base Reference: E-00215001

The six-film series, coupled with work materials, reached large numbers at low cost (\$1.00 per child) compared with other 4-H methods (over \$10.00 per child). Nutrition knowledge improvement was good when measured soon after viewing. Small increases in the frequency of nutrition-related activities were reported. There was no discernible impact on food preferences toward a balanced diet, but empty calorie foods were less likely to be chosen after participation. Only minimal changes may have occurred in food consumption. The program was most effective with fourth graders and least effective with sixth graders. The image and relationship of the Extension Service and the 4-H program with broadcasters, public officials, and the public were improved. Twenty to ninety percent of the target group (4th, 5th, and 6th graders) were reached in the six research-site States. Both the supplementing materials and viewing conditions influenced impact. The TV medium appears to offer a cost-effective method for transferring information to school-age children, and perhaps other groups, but evidence is lacking as to the role of TV combined with other educational work in permanently improving eating habits. Future evaluation contracts for educational programs with behavioral change objectives should provide sufficient time and money to allow use of techniques that can measure actual behavior changes more directly and reliably.

457

An Evaluation of the Snow Survey and Water Supply Forecasting Program.

S. J. Elliot. June 10, 1977

Agency Sponsoring Evaluation: Soil Conservation Service: Program Evaluation Div.

Agency Managing Program: Soil Conservation Service

Programs Evaluated: Snow Surveys and Water Supply Forecasting
Budget Function: Natural Resources, Environment, and Energy' Conservation and Land Management (302)

A linear programming model is applied to three study areas of irrigated agriculture to produce matrices of revenues at various combinations of forecast and actual water supplies. Optimization techniques reveal value of forecast accuracy and the impact of error on revenues. Empirical data indicate value of agricultural production, number of irrigated acres served, and vulnerability to water shortages for each forecast point. Combination of these data reveals potential loss of agricultural production due to forecast error and to lack of forecast. For various assumptions as to supplemental water supply, the model shows net benefit to irrigators of water supply forecasts. The model shows potential benefits rather than actual benefits received, since there is insufficient data on the number of irrigators using forecasts for farm management decisions. Simple descriptive statistics are also used.

458

Evaluation of the USDA Food Supply Release, Food Marketing Alert. January 6, 1975.

Agency Sponsoring Evaluation: Agricultural Marketing Service.
Agency Managing Program: Agricultural Marketing Service
Programs Evaluated: Plentiful Foods (10.000)
Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).
Authority: Agricultural Adjustment Act of 1938 (P.L. 75-430).
Data Base Reference: E-00204003

459

Evaluation of the U.S. Department of Agriculture Food Supply Release, Food Marketing Alert

Eric C. Oesterle, Purdue Univ., Lafayette, IN. May 1975.
Agency Sponsoring Evaluation: Agricultural Marketing Service.
Agency Managing Program: Agricultural Marketing Service
Programs Evaluated: Section 32 Acquisitions (10.000)
Budget Function: Agriculture: Agricultural Research and Services (352).
Authority: Agricultural Adjustment Act (P.L. 73-10). Agricultural Marketing Agreement Act of 1937 (P.L. 75-137).
Data Base Reference: E-00204001

Eighty-three percent of the recipients of the monthly Food Marketing Alert found the information to be of moderate to much use, but felt a need for additional information and local details obtainable from other sources. Commodity supplies were reported as a more influential source of information than Alert. Thirteen percent found little use and 3 percent no use for the data because it was too general, untimely, or other sources were more reliable. Fifty-one percent said they would be unwilling to pay for the information; 30 percent were willing to pay \$1-5 per year; and 19 percent were willing to pay \$10-20 per year. Recipients of a special issue reporting commodities with seasonally heavy supplies indicated that 62 percent had featured such commodities in promotions, of which half were influenced by the Alert; suppliers were reported as a more influential source of information than the Alert. Eighty-seven percent of the dieticians, educators, and institutions found the data useful in providing a general background for their purchasing decisions. However, 59 percent were unwilling to pay for the information, and 36 percent were willing to pay only \$1-5 per year. Information on national supplies of farm commodities clearly had some utility as a supplement to other sources of information for a sample of the 18,000 recipients of Alert. The willingness-to-pay data suggest that \$17,000 or more of the \$100,000 annual cost for the program could be recovered by charging \$5 per year, at \$10 per year, only \$11,000 could be recovered.

460

An Evaluation of the Witchweed Program. May 1973.

Agency Sponsoring Evaluation: Animal and Plant Health Inspection Service.
Agency Managing Program: Animal and Plant Health Inspection Service
Programs Evaluated: Plant Pest and Disease Control (10.000)
Budget Function: Agriculture: Agricultural Research and Services (352).
Authority: Federal Plant Pest Act (P.L. 85-36; 7 U.S.C. 147-148; 7 U.S.C. 150) Plant Quarantine Act (P.L. 62-275; 7 U.S.C. 151-164a). Terminal Inspection Act (P.L. 63-293; 7 U.S.C. 166). Mexican Border Act, as amended (P.L. 85-36; 7 U.S.C. 149). Department of Agriculture Organic Act of 1944. Mexican Pink Bollworm Act Golden Nematode Act. Honeybee Act. Halogeton Glomeratus Act Federal Noxious Weed Act. P.L. 65-40. P.L. 80-645. P.L. 87-539. P.L. 85-529. 7 U.S.C. 145. 7 U.S.C. 281-282. 7 U.S.C. 1651-1656. 7 U.S.C. 2801-2813
Data Base Reference: E-00205001

Witchweed has not spread from the limited area of infestation in North and South Carolina. With the current control technology and level of resources applied, the current program can only reduce the amount of infestation along the outer perimeter. Economic losses from witchweed are negligible with the program. Without it the weed could spread throughout major corn, sorghum, and sugarcane producing areas in 47-76 years with losses from reduced yields and control costs of \$918 million per year. The present strategy of confinement has a projected benefit/cost ratio of 13:1-43:1 at a continuing cost of \$2.7 million per year. Continuation of the present program may generate benefits substantially in excess of its cost. However, the current (1973) program may not achieve the desired goal of witchweed eradication in 30 years. Consideration should be given to an intensified program to develop and apply new technology to eradicate witchweed in a shorter period of time with little change in cost.

461

Evaluation Report on the Technical Assistance Effort Devoted to Improving Cooperative Firm Operations, Fiscal Year 1973.

July 2, 1973.
Agency Sponsoring Evaluation: Department of Agriculture: Farmer Cooperative Service.
Agency Managing Program: Department of Agriculture: Farmer Cooperative Service
Programs Evaluated: Technical Assistance to Cooperatives (10.000)
Budget Function: Agriculture: Agricultural Research and Services (352).
Authority: Cooperative Marketing Act of 1926 (P.L. 69-450). Agricultural Marketing Act of 1946 (P.L. 79-733).
Data Base Reference: E-00220001

This report attempts to derive benefit-cost ratios for 13 studies which Farmer Cooperative Service (FCS) did for farmer cooperatives under its technical assistance program. The three highest ratios estimated for individual FCS studies were improving the marketing of excess fluid milk supplies in Western Pennsylvania 719:1; potential for cooperative sugar beet processing in Southern Minnesota-527:1; opportunities for a feed manufacturing plant in Montgomery, AL-380:1. The three lowest ratios estimated were for improving the grain marketing system of Landmark, Inc., Columbus, OH-38:1; improving the grain marketing system of Missouri Farmers Association-20:1; evaluation of feasibility study for a proposed Gold Kist soybean plant-0:1. There remains a need to determine the value of FCS-developed feasibility information to cooperatives and society generally in relation to the cost of the same services from alternative sources.

462

Factors Affecting Food Habits

March 1973

Agency Sponsoring Evaluation: Food and Nutrition Service.**Agency Managing Program:** Food and Nutrition Service**Programs Evaluated:** School Lunches (10,000)**Budget Function:** Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).**Authority:** National School Lunch Act (P.L. 79-396).**Data Base Reference:** E-00207017

463

Farm Programs, Pesticide Use, and Social Costs.

James W. Richardson. December 1973.

Agency Sponsoring Evaluation: Agricultural Stabilization and Conservation Service**Agency Managing Program:** Agricultural Stabilization and Conservation Service**Programs Evaluated:** Crop Supply Adjustment (10,000)**Budget Function:** Agriculture: Farm Income Stabilization (351).**Authority:** Agricultural Act of 1964 (P.L. 88-297). Commodity Credit Corporation Charter Act (P.L. 80-806). Soil Conservation and Domestic Allotment Act (P.L. 87-703). Food and Agriculture Act of 1965 (P.L. 89-321). Soil Bank Act. P.L. 84-540.**Public Availability:** Southern Journal of Agricultural Economics, December 1973**Data Base Reference:** E-00209004

Farm programs that divert cropland and support commodity prices encourage the substitution of pesticides for cropland. This study calculated that to maintain farm output at a specific level, pesticide usage increases 7.53 pounds for each one acre decrease in cropland used. Applying this calculated rate of substitution to the average of 40 million acres of cropland diverted during 1965-69, it is estimated that acreage restrictions encouraged use of an additional 300 million pounds of pesticide per year. The use of marketing quotas, as an alternative to cropland diversion, resulted in a more nearly economically optimum input mix. The pesticide use impacts of cropland diversion and price support programs provided in this study are too crude for specific decision purposes. The results demonstrate that significant environmental impacts are associated with farm program decisions. The results point to the need to consider environmental impact when farm program decisions restrict land use. In regard to crop supply adjustment program design, marketing quotas are found superior to acreage diversion with respect to societal costs for nonoptimal levels of input use.

464

Five County Food Management Improvement Project.

February 1974.

Agency Sponsoring Evaluation: Food and Nutrition Service.**Agency Managing Program:** Food and Nutrition Service**Programs Evaluated:** School Lunches (10,000)**Budget Function:** Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).**Authority:** National School Lunch Act (P.L. 79-396).**Data Base Reference:** E-00207010

465

A Follow-Up Study of Attitudes of Participants in U.S. Department of Agriculture-Hotelympia 1974.

July 1974.

Agency Sponsoring Evaluation: Foreign Agricultural Service.**Agency Managing Program:** Foreign Agricultural Service**Programs Evaluated:** Foreign Market Development and Promotion (10,000)**Budget Function:** Agriculture: Agricultural Research and Services (352)**Authority:** Agricultural Trade Development and Assistance Act of 1954 (P.L. 83-480). Agricultural Act of 1954 (P.L. 83-690).**Data Base Reference:** E-00212011

466

Food for Peace: An Evaluation of Public Law 480--Title II.
Checchi and Co. July 1972.**Agency Sponsoring Evaluation:** Foreign Agricultural Service.**Agency Managing Program:** Foreign Agricultural Service**Programs Evaluated:** Public Law 480--Title II (10,000)**Budget Function:** International Affairs: Foreign Economic and Financial Assistance (151); Agriculture: Agricultural Research and Services (352).**Authority:** Agricultural Trade Development and Assistance Act of 1954 (P.L. 83-480).**Data Base Reference:** E-00212002

Maternal and Child Health programs were found to be operated more efficiently than anticipated, but effectiveness in terms of nutrition was questionable. Food for Work activities, in terms of the Agency for International Development's (AID's) objectives, appeared to be worth the commodity support given to them. School Feeding programs were among the least effective mechanisms for distributing U.S. farm commodities, because they do not reach many of the poor who do not attend school and are the most undernourished. Constraints on commodity availability limited the effectiveness of Title II programs in achieving nutritional goals. The study agreed with AID's priorities for Title II program selections--1) Maternal and Child Care, 2) Food for Work, and 3) School Lunch. However, funds have not always been programmed consistent with these priorities. The results of the study suggest that voluntary agencies may not be the best mechanism for achieving U.S. foreign assistance objectives; and commodity donations may not be the most effective form of U.S. support for voluntary agency activities.

467

Food Distribution and Food Stamp Program Effects on Nutritional Achievement; Preliminary Report.

Sylvia Lane. November 1974.

Agency Sponsoring Evaluation: Food and Nutrition Service.**Agency Managing Program:** Food and Nutrition Service**Programs Evaluated:** Food Stamps (10,000); Direct Distribution of Food (10,000)**Budget Function:** Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).**Authority:** Food Stamp Act of 1964 (P.L. 88-525). Agricultural Adjustment Act (P.L. 73-10). P.L. 91-671.**Data Base Reference:** E-00207002

The study in Kern County, CA, compared food intake and nutritional status of food aid participants with comparable nonparticipating, low income households. It was found that Food Distribution Program (FDP) recipients had \$32.55 more food available per month and spent \$10.49 less on food than nonparticipants. Food Stamp Program (FSP) participants received \$43.70 in bonus stamps, spent \$25.42 less on food, and had \$17.82 more food available than nonparticipants or 41 percent of bonus value. FSP participants who had previously been FDP recipients spent \$155 for food per month compared with \$115 when they were on FDP. The \$40 excess compares with \$44 in bonus stamps or 90 percent of the total. Food donation program households received about \$59 worth of donated commodities each month. FSP participation resulted in significantly higher level intakes of calories, protein, calcium, thiamine, and riboflavin, as compared with nonparticipants. Food distribution participants' diets apparently were negatively influenced by the relatively low acceptance level for donated commodities (about 70 percent of the commodities were accepted), and nutrient intakes did not appear to be significantly improved over nonparticipants for any nutrient. Calorie and protein content of diets for both participants and nonparticipants is adequate or above, on the average. This study supports the hypothesis that the Food Stamp Program exerts a positive impact

on diets and is more effective than food distribution. It also suggests that nutritional education may be more cost-effective than further increases in FSP subsidies

468

The Food Distribution System and Food Stamp Program in Puerto Rico
P. Choudhury, University of Puerto Rico, July 1975.

Agency Sponsoring Evaluation: Food and Nutrition Service

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: Food Stamp Program (10.551)

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

The Food Stamp Program was implemented in July 1974. Food Stamps replace USDA commodity donations, which amounted to about 8 percent of total food consumption when valued at the retail level in 1973. Approximately 69 percent of the families in Puerto Rico would have been eligible for participation at the end of fiscal year 1975. An estimated 75 percent of those eligible, or about 52 percent of the total families, will participate in the program. At the above rate of participation, the nominal value of the program was estimated at \$640 million in 1975, with purchase requirements of \$198 million for a net bonus of \$442 million. Projections indicated the program may generate roughly a 15 percent increase in the demand for food in 1975. The program could increase food prices in Puerto Rico by 14 percent in 1975 and 6.8 percent in 1976. However, current price control policies may moderate these price increases. Over 50 percent of the food is imported. The quasi-monopolistic nature of the sector may contribute to possible translation of the price effect into short-run shortages in certain food products. In addition, the impact of increased food prices on the Puerto Rican economy, the increase in food demand may require increased capacity in the food wholesale distribution system and may generate significant employment increases in the distribution system. Estimated impacts are largely projections based on only a limited extent of data on actual program impact due to the short history of program operations in Puerto Rico. Further evaluation and analysis of economic and social impacts of the Food Stamp Program in Puerto Rico during the initial years of implementation are desirable. The magnitude of the program and its possible effects on both participants and nonparticipants in Puerto Rico should be monitored to identify any significant adjustment problems and, if necessary, measures to alleviate them.

469

Food Stamps and Nutrition.

Kenneth W. Clarkson, American Enterprise Inst. for Public Policy Research, Washington, DC, April 1975

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: Food Stamps (10.000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: Food Stamp Act of 1964 (P.L. 88-525), P.L. 91-671.

Public Availability: American Enterprise Inst. for Public Policy Research; Washington, DC

Data Base Reference: E-00207001

This study evaluates the Food Stamp Program in terms of its effectiveness in raising farm incomes and improving nutrition among the poor. It finds that participants value their food stamps at only 82 percent of the equivalent of cash. To compensate for this, they direct their spending to purchases of more palatable convenience foods (that are not necessarily more nutritious) in high priced service-oriented stores or they trade stamps illegally for cash or other goods. The costs of achieving the above distortions in food consumption were \$4.32 per household for Department of Agriculture administrative costs plus \$7.75 per household attributable to the low preference for stamps vis a vis cash. The program failed in alleviating hunger in that in 1973 there were 263 "hunger counties" compared to 280 in 1968. The program failed in its farm income objectives because most

of the bonus value of stamps was directed to food related services, food quality, and nonfood items. This study provides some inferential (but not conclusive) support for the hypotheses that recipients of food stamps would be better off with cash than with stamps, and that farm income objectives are not fully consistent with consumer welfare objectives

470

Impact of Cashing Out the Food Distribution Program.
November 1973.

Agency Sponsoring Evaluation: Department of Agriculture Economic Research Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service; Agricultural Marketing Service

Programs Evaluated: Section 32 Acquisitions (10.000); Section 416 Acquisitions (10.000)

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Agricultural Adjustment Act (P.L. 73-10), Agricultural Marketing Agreement Act of 1937 (P.L. 75-137).

Data Base Reference: E-00219004

The Department of Agriculture (USDA) purchases nonbasic farm commodities to meet part of the food needs of schools and institutions and to help support farm prices. The proportions of total national demand represented by section 32 purchases are not significant for most commodities; major exceptions are dry peas 25 percent, dry beans 18 percent, prunes 22 percent, processed corn 19 percent, pears 14 percent, raisins 12 percent, and white potatoes 12 percent. Cashing out the section 32 program would have little impact on most commodity prices and farmers' incomes. However, for prunes, raisins, dry beans, and dry peas, cashing out could have a serious effect because of the relatively large portion of total supply bought by USDA, if it is assumed that managers of schools and other institutions would not have purchased as much as was donated, i.e., other commodities would be substituted for these. Even with the overstated effects on prices, the evaluation results suggest that discontinuing section 32 purchases of nonbasic commodities would have little impact on most commodity prices.

471

Impact of Price on Participation in NSLP: A Summary.
1973.

Agency Sponsoring Evaluation: Food and Nutrition Service

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10.000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207015

472

Impact of Price on School Lunch Participation—Washington State.
October 1973.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10.000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207014

473

Impact of the Food Stamp Program on the U.S. Economy, Fiscal Year 1974.

R. G. Forsht, P. E. Nelson, Jr. Ag. Econ. Rpt. 331. July 1976.

Agency Sponsoring Evaluation: Department of Agriculture Economic Research Service.

Agency Managing Program: Food and Nutrition Service, Food Stamp Div.

Programs Evaluated: Food Stamp Program (10 551)

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Authority: Food Stamp Act of 1964 (P.L. 88-525; 7 U.S.C. 2011-2025). P.L. 91-671.

Total business receipts in fiscal year 1974 were \$1.2 billion more and GNP \$427 million more with the Food Stamp Program than they would have been without it. About \$36,000 worth of bonus stamps netted one new job. Cash instead of bonus stamps option would increase business receipts by \$280 million and GNP \$165 million compared with no program. Compared to the cash option, business receipts were \$916 million greater and GNP \$262 million more under the Food Stamp Option. There were also 49,000 more new jobs created under the Food Stamp Option. Data were analyzed using an input-output model. It was assumed all fiscal measure is fully identified and occurs during the year introduced. Net impact was derived assuming that Federal personnel income taxes were increased by bonus costs. Federal contributions have secondary impacts on GNP, business receipts, and employment. Impacts are greatest with the present Food Stamp Program. Impacts with the cash-out option are greater than with no program but less than with the present Food Stamp Program.

474

Impact of the Set-Aside Program on the U.S. Wheat Acreages.

Gail Garst, Thomas Miller. April 1975.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Wheat and Products Program; Cropland Conversion Program; Cropland Adjustment Program; Conservation Reserve Program

Budget Function: Agriculture: Farm Income Stabilization (351)

Authority: Soil Conservation and Domestic Allotment Act (P.L. 87-703; 7 U.S.C. 1301; 7 U.S.C. 1305-1307; 7 U.S.C. 1427-1428; 15 U.S.C. 714).

This study estimated the effectiveness of the wheat acreage diversion program for 1961-70 and the set-aside program for 1971-74. In the period 1961-70, one program acre reduced actual planted acres by .75 for spring wheat, .30 for winter wheat, and .61 for overall production. For the period 1971-74, the results were, respectively, .62, .28, and .41. Diversion programs were more effective than the set-aside programs in reducing acreage planted to wheat. This study used a regression model with published USDA data. The correlation index for all equations was above .97, and all estimates were significant within a 95 percent confidence interval. No causal factors for acreage "slippage" were identified. To be effective for production control, wheat acreage reduction programs should be designed either to minimize "slippage" or compensate for it.

475

Impact of USDA Programs upon Rural Cooperatives.

July 26, 1974.

Agency Sponsoring Evaluation: Department of Agriculture: Office of Planning and Evaluation.

Agency Managing Program: Department of Agriculture: Farmer Cooperative Service; Agricultural Marketing Service; Rural Electrification Administration; Agricultural Stabilization and Conservation Service; Forest Service

Programs Evaluated: USDA Programs Directed to Cooperatives (10.000)

Budget Function: Agriculture Agricultural Research and Services (352).

Data Base Reference: E-00200002

This study describes the general effects of Department of Agriculture (USDA) programs on cooperative growth and development and evaluates in general terms the impact of fiscal year 1973 changes in policy, program design, procedures regulations, or priorities designed to benefit cooperatives. As measured by volume and share of farm sales from 1950 to 1970, cooperatives generally have been prospering in domestic markets and to lesser extent in export markets. USDA agencies have very little data measuring the effect of their programs upon farm cooperatives and related farm income and rural development. Some information is available on services they offer to cooperatives. The Extension Service (ES), Farmer Cooperative Service (FCS), Agricultural Marketing Service (AMS) programs and related Economic Research Service research on cooperatives have supported the general movement of cooperatives toward mergers and improved farm market coordination and efficiency. The Forest Service has contributed similarly to forestry cooperatives. The cooperative-related activities of some Agricultural Stabilization and Conservation Service programs and the Foreign Agricultural Service (FAS) Export Incentives program appear to have made the most direct impacts, but the scale of those impacts appears very limited. Rural Electrification Administration loans have financed the development of rural and electric cooperatives for years. AMS market orders, concentrated in dairy, fruit and vegetable, and nut areas, appear to have contributed significantly to the business growth of cooperatives in these areas. Except for modest efforts of ES, FAS, and FCS, agency responses to Department policy to reshape programs to better assist cooperatives were nonexistent or very limited.

476

Impact on the U.S. Economy of Federal Contributions to Schools under the National School Lunch Program, Fiscal Year 1974

R. G. Forsht, P. E. Nelson, Jr. Ag. Econ. Rpt. No. 350. September 1976

Agency Sponsoring Evaluation: Department of Agriculture Economic Research Service.

Agency Managing Program: Food and Nutrition Service: Child Nutrition Div.

Programs Evaluated: General Cash-for-Food Assistance for Lunches

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396; 42 U.S.C. 1752). 42 U.S.C. 1759a.

Effects of Federal contributions to the National School Lunch Program (NSLP) on business receipts, employment, and Gross National Product (GNP) are evaluated. Federal cash contributions of \$1.1 billion increased net business receipts by \$573 million, GNP by \$398 million, and created 26,000 more jobs than would have occurred without the cash contributions. Wholesale trade, agriculture, and food related industries gain by the contributions, but retail trade, nonfood related manufacturing, and businesses lose. The Universal Free Lunch option would have created more additional business receipts and GNP than did the current program in 1974. The Poverty Only option would have generated less GNP and business activity. Commodities contributed generated a net increase in business receipts, GNP, and jobs with largest gains in the food sectors and their input suppliers. Data were analyzed using an input-output model. It was assumed that all fiscal measure is fully identified, and full impact occurs during the year introduced. Net economic impact was derived assuming taxes were increased by the amount of contributions to the NSLP. Federal contributions to the NSLP have secondary impacts on GNP, business receipts, and employment that vary in magnitude depending on the amount of Federal contributions. Food related sectors benefit most.

477

Impacts of Federal Funding Requirements on Marketing Research at State Agricultural Experiment Stations.

Emerson Babb Purdue Univ August 1976

The statutory requirement that 20 percent of Hatch fundings (over the base for fiscal year 1955) be used for marketing research has had a substantial effect on the mix of research conducted at State Agricultural Experiment Stations (SAES). During 1946-65, the marketing share of the SAES's total research expenditures increased from about one percent to slightly more than 10 percent. This was followed by a gradual decline to about 8 percent in 1975. The statutory requirement established a national objective of continued support for marketing research which encouraged the SAES's to develop a capacity for such research, particularly with respect to graduate training, and to maintain most of this capacity for efforts during 1967-75. While a few SAES's have had difficulties in meeting the 20 percent requirement in recent years, most have not. To some extent, however, such difficulties may have been avoided by periodic administrative changes in the definition of marketing research as well as the substitution of Hatch for non-Hatch funding. The marketing share of non-Hatch projects, which account for about 40 percent of SAES research, declined from about 11 percent to about 6 percent during 1967-75. But there has been no substitution of Federal for State funds on Hatch projects. SAES administrators expressed favorable opinions about the value of marketing research, clientele interest in the results of marketing research, and marketing's place among clientele priorities. The report suggests that removal of the statutory requirement would not result in substantial losses in marketing's share of SAES research.

478

Implications of Discontinuing USDA Commodity Acquisitions and Distribution Activities.

January 1974.

Agency Sponsoring Evaluation: Department of Agriculture: Office of Planning and Evaluation

Agency Managing Program: Department of Agriculture: Office of Planning and Evaluation

Programs Evaluated: Section 32 Acquisitions (10,000); Section 6 Food Acquisitions (10,000); Section 709 Food Acquisitions (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Agricultural Adjustment Act (P.L. 73-10). Agricultural Marketing Agreement Act of 1937 (P.L. 75-137). National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00200006

480

Import Demand for Rice in the EEC: Implications of U.S. Market Promotion.

Y. N. Yunghare, and others July 1972.

Agency Sponsoring Evaluation: Foreign Agricultural Service.

Agency Managing Program: Foreign Agricultural Service

Programs Evaluated: Foreign Market Development and Promotion (10,000)

Budget Function: International Affairs: Foreign Information and Exchange Activities (153); Agriculture: Agricultural Research and Services (352).

Authority: Agricultural Act of 1954 (P.L. 83-690). Food for Peace Act of 1966 (P.L. 89-808).

Public Availability: Southern Journal of Agricultural Economics, July 1972

Data Base Reference: E-00212003

An evaluation of the Foreign Agricultural Service generic promotion program for rice in the EEC found that on a 1968 base, a 1 percent increase in U.S. expenditures (\$2,900) on long grain rice market promotion in the EEC increased the import demand by EEC for U.S. rice by 0.27 percent, or \$76,684, a gross gain of 26 to 1. In addition the program had the effect of increasing sales of Middle Eastern, Latin American, and Surinam rice by 1.23 percent, and 1.03 percent, and 0.40 percent respectively. But it decreased the import demand for Asian and Madagascar rice by 0.06 percent and 0.57 percent. Other countries benefited by \$103,000 in the aggregate. A 1 percent increase in the EEC variable levies would decrease the import demand for U.S. rice by 0.32 percent; and the import demands for Asia, Middle East, and Madagascar by 0.17 percent, 0.74 percent, and 0.38 percent respectively. The results of the study suggest that U.S. commodity promotion expenditures in the EEC can provide benefits to competitors and in the face of variable levies likely only maintain the U.S. level of exports rather than increase the U.S. share. Alternatively, the effect of a 1 percent increase in the EEC variable levy for rice could be offset by an increase of about \$3,000 annually in expenditures for Department of Agriculture generic promotion, if the coefficients are stable over time.

481

1972 National School Lunch Program Survey.

1972.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207006

Of the 106,381 schools in the Nation, 79,588 (or about 75 percent) participated in the National School Lunch Program (NSLP) in 1972. The program was available to about 85 percent of the Nation's children. More than 77 percent of the nonparticipating schools were in the Northeast. Average enrollment in program schools was 550 and 290 in nonprogram schools. The reason given most often for not participating was lack of feeding facilities. Eighty-six percent of NSLP schools prepare food only for their own use. Serving speed was slow—most schools served fewer than five lunches per line per minute. The national average cost of preparing a lunch was 68.7 cents, and the average price charged students was 35.6 cents. A la carte food items in addition to the type A lunch were served in about 10 percent of the NSLP schools. Eighty-nine percent of minority children and 84 percent of all white children in schools are in NSLP schools. The Department of Agriculture (USDA) food assistance programs are reaching the target population, but there is considerable program overlap and duplication of both USDA and other Federal assistance programs. Federal programs should be more closely coordinated and revised where necessary to save administrative and program costs due to excessive duplication.

482

National Survey of Family Food Assistance Participants.
October 1974.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: Food Stamps (10,000); Special Supplemental Food (10,000); Direct Distribution of Food (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: Food Stamp Act of 1964 (P.L. 88-525). Child Nutrition Act of 1966 (P.L. 89-642). Agricultural Adjustment Act (P.L. 73-10). P.L. 91-671. P.L. 75-137.

Data Base Reference: E-00207019

483

National Survey of Food Stamp and Food Distribution Program Recipients: A Summary of Findings on Income Sources and Amounts and Incidence of Multiple Benefits.

Joint Economic Committee. December 1974.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: Food Stamps (10 000); Direct Distribution of Food (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: Food Stamp Act of 1964 (P.L. 88-525). Agricultural Adjustment Act (P.L. 73-10). P.L. 91-671.

Data Base Reference: E-00207003

Food stamp recipient household incomes averaged \$238 in cash per month and \$126 in in-kind income (total, \$364). Food distribution households received \$261 in cash and \$112 in in-kind transfers (total, \$373). Net earnings from wages and salaries, interest, and other private sources accounted for about 20 percent of income and public cash or in-kind income about 80 percent. About 2/3 of transfer income came from AFDC, medicaid, social security, and food stamp or food distribution. Sixty percent of food stamp and 67 percent of food distribution households received benefits from other public assistance programs. AFDC was the primary source of public assistance accounting for 37 percent of food stamp and 34 percent of food distribution families' incomes. About 1/3 of food assistance households received benefits from the medicaid program. Less than 30 percent of all surveyed households reported earned income during November 1973. Nine percent of food stamp and 11 percent of food distribution households received per capita benefits in excess of \$200 per month. Two percent of households received benefits from six or more programs. Households receiving benefits from only the food stamp program amounted to 7 percent and from only the food distribution program 4.5 percent. Food stamp recipients were typically urban residents, and food distribution recipients were typically rural residents. Blacks represented 37 percent of food stamp and 23 percent of food distribution households. Female headed households amounted to 66 percent of food stamp and 54 percent of food distribution households. About 70 percent of adults were not in the labor force.

484

The Need for Regulating Trade Practices in Marketing Farm Products.
June 24, 1976.

Agency Managing Program: Agricultural Marketing Service

Programs Evaluated: Market Supervision and Transportation Services—Public Warehousing

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: U.S. Warehouse Act (7 U.S.C. 241-273). Naval Stores Act (7 U.S.C. 91-99). Agricultural Adjustment Act of 1938 (7 U.S.C. 1291). Export Apple and Pear Act (7 U.S.C. 581-590). Federal Seed Act. 7 U.S.C. 1561-1610.

With respect to the enforcement of the USDA Warehouse Act, where compliance is voluntary, the USDA task force found that 45 percent of the grain and 60 percent of cotton warehouse capacity was regulated; the benefits to warehousemen are derived mainly through the increased credibility of the warehouse receipts issued by them, licensed warehousemen pay an initial inspection fee but none for subsequent inspections; there has never been a case of loss to the producer, though initial defaults occur on a licensed warehouse receipt; and warehousemen who wish to participate in CCC commodity storage are required to be regulated if not licensed under the U.S. Warehouse Act. The findings represent the consensus of a USDA task force which reviewed available data. Very little quantitative analysis was available. Opportunities for deregulation appear to exist by reducing bonding and assets requirements and by shifting the onus of financial oversight of warehousemen to private bonding agencies. Consideration might be given to increasing the annual fee for warehouse licensing and inspection to cover the full cost of subsequent inspections.

485

The Need for Regulating Trade Practices in Marketing Farm Products (Chapter II).

June 24, 1976

Agency Managing Program: Department of Agriculture Packers and Stockyards Administration

Programs Evaluated: Livestock and Poultry Market Regulations

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Packers and Stockyards Act of 1921, as amended. Agricultural, Environmental and Consumer Protection Appropriation Act. 5 U.S.C. 3109. 7 U.S.C. 2225. 7 U.S.C. 181-229. 15 U.S.C. 1601-1665. 15 U.S.C. 1681-1681t.

A USDA task force found the following regarding USDA enforcement of the Packers and Stockyards Act. Livestock/poultry trade practice regulations have helped to create a suitable business environment that has contributed to marketing efficiency. They have adapted substantially to the changing need of the industry and generally do not interfere with efficient market operations. There is no significant degree of duplication between USDA and other Federal or State regulatory activities, although some activities were suspected to be of low effectiveness. USDA has provided a small claims conciliation service that saves producers extensive court costs and legal fees. Formal complaints have averaged only about 100 annually. Failure to pay for livestock purchased and faulty scales or weighing are the most persistent problems in livestock and poultry marketing. Dollar losses to producers have been small relative to the total value of sales. The Agricultural Fair Practices Act was largely redundant for livestock marketing. The findings represent the majority views of the members of USDA interagency . . .

U S C 2301-2306

A study of USDA's enforcement of fruit and vegetable market regulations finds a continuing need for regulating trade practices for that half of the produce that still moves through traditional marketing channels. For the remaining half, the need for such regulations has diminished because a greater share is produced under contract or is purchased at the shipping points by integrated firms. The primary USDA role is to settle disputes. However, officials sometimes appear to exert undue influence on the parties by suggesting "fair" terms for a quick informal settlement. There is some question about the need to continue the current intensity of regulation of the frozen food industry and other buyers for processing to the same extent as the fresh food industry. Grading apples, pears, plums, and grapes at export is compulsory, yet, for most domestically marketed fruit and for 80 percent of other fruit exported, it is voluntary. The findings represent the consensus of a USDA task force which reviewed available data. Very few quantitative analyses were available. No major overhaul of USDA's enforcement policies and practices is required. However, a detailed examination should be made to determine the degree and the type of trade practice regulations needed for the frozen food sector and for producers dealing with integrated operations, and to identify overlapping or low priority activities for elimination or transfer to State and private agencies. Compulsory export grading could be eliminated and the role of USDA officials in reparations should be reviewed and defined clearly.

487

The Need for Regulating Trade Practices in Marketing Farm Products (Chapter IV)

June 24, 1976

Agency Managing Program: Agricultural Marketing Service

Programs Evaluated: Market Supervision and Transportation Services—Seeds, Tobacco, Naval Stores, and Plant Variety Regulations
Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Naval Stores Act (7 U.S.C. 91-99). Federal Seed Act (7 U.S.C. 1561-1610). Tobacco Seed and Exportation Act (7 U.S.C. 516-517). Plant Variety Protection Act (7 U.S.C. 2321-2331)

With respect to USDA's enforcement of the Federal Seed Act, Naval Stores Act, Tobacco Seed and Plant Exportation Act, and Plant Variety Protection Act, a USDA task force found that the current arrangements between State and Federal governments for enforcement of seed laws appear to be relatively efficient and complementary in most areas. Federal investigations of seed irregularities represent only about 1-2 percent of the number of seed lots tested. The benefits of seed testing and regulation of seed producers and seed users are judged to be substantial and in excess of costs. USDA charges only about one-third of the cost of Federal certification of newly discovered plant varieties although the beneficiaries may recover many times the current cost of certification. The law excludes several vegetables. The Tobacco Seed and Plant Exportation Act has failed in its original intent to restrict the growth of foreign competition. The authority provided by the Naval Stores Act to grade, regulate, and provide market news is not needed. The industry could be self-regulating. Findings represent the consensus of a USDA task force which reviewed available data and are not based on quantitative analysis. More detailed examination than was possible by the task force could reveal some opportunities for deregulation in seed testing and certification. Federal regulation of naval stores could be eliminated by transferring the responsibility to State and private agencies. Fees for certification of plant varieties could be increased, and the exemption of certain vegetables repealed. The Tobacco Seed and Plant Act and the Naval Stores Act could be repealed.

488

A Neoclassical Analysis of the U.S. Farm Sector, 1948-1970

Peter Helmberger, John Rosine. November 1974

Agency Sponsoring Evaluation: Agricultural Stabilization and Conservation Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Commodity Programs (10.000)

Budget Function: Agriculture: Farm Income Stabilization (351).

Authority: Agricultural Act of 1964 (P.L. 88-297). Commodity Credit Corporation Charter Act (P.L. 80-806).

Public Availability: American Journal of Agricultural Economics, Vol. 56, No. 4

Data Base Reference: E-00209005

The major impact of the 1948-70 farm programs was to increase the amount of labor, capital, and operating input used in farming by 5-8 percent above that expected under free market conditions, but it raised the total output only by 2 percent. For each dollar of program benefits generated, 92 percent accrued to farm landowners and 8 percent to farm labor. Net benefits attained by farmers in 1970 were \$2.689 billion, and the net cost to consumers and taxpayers due to higher prices and taxes was \$4.829 billion. Thus, each dollar of program benefits to the farm sector cost consumers and taxpayers 80 cents in purchasing power. The implications of this study are that even though a high percentage of the farm program benefits accrue to land, they nevertheless, in early years, help farmers because 87 percent of them are landowners. After the first generation, however, new farmers have to pay for the capitalized benefits.

489

Observations Regarding the Promotion of Processed Food Products in Germany and the United Kingdom.

October 1973.

Agency Sponsoring Evaluation: Foreign Agricultural Service.

Agency Managing Program: Foreign Agricultural Service

Programs Evaluated: Foreign Market Development and Promotion (10.000)

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151); Agriculture: Agricultural Research and Services (352).

Authority: Agricultural Trade Development and Assistance Act of 1954 (P.L. 83-480). Agricultural Act of 1954 (P.L. 83-690).

Data Base Reference: E-00212008

490

Oilseeds and Products Program Evaluation.

November 1976.

Agency Sponsoring Evaluation: Foreign Agricultural Service: Market Intelligence and Commodity Service.

Agency Managing Program: Foreign Agricultural Service

Programs Evaluated: Market Intelligence and Commodity Service
Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: 7 U.S.C. 2201-2202.

A survey of recipients of Foreign Agricultural Service (FAS) information on oilseeds and products found that the direct audience includes about 1,800 individuals and/or firms in private trade, media, associations, and educational institutions, but few farmers. Farmers were a primary target of much of the information passed on by the direct audience. Eighty-five percent of the private trade audience surveyed was familiar with FAS information on market opportunities; higher percentages were familiar with the other types of information. Over 90 percent of the private trade that was familiar with FAS information and needed information on production, consumption, imports/exports, and stocks used this FAS information. About 75 percent used FAS information on other subjects. The FAS information was rated as comparable in usefulness to that from other sources by about 65 percent of the audience; 30 percent rated FAS' information as more useful. Accuracy of the FAS information was rated as good or excellent by over 90 percent of the audience. But

nearly 45 percent considered timeliness as poor or fair, while other quality factors were favorably rated. Information accuracy did not affect its use or usefulness, however, timeliness and coverage did. The findings were based primarily on survey data received from a random sample of over 500 recipients of the FAS information. All results were statistically significant. The study provides some basis for USDA to continue to provide foreign trade information on oilseeds. However, the study does not indicate whether the benefits of this information justify USDA costs. It also suggests that the pursuit of excessive data accuracy may have little or no utility. Timeliness and coverage seem to be more important.

491

Phase II Food Survey of Institutions.
June 1973.

Agency Sponsoring Evaluation: Food and Nutrition Service.
Agency Managing Program: Food and Nutrition Service
Programs Evaluated: Direct Distribution of Food (10,000)
Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).
Authority: Agricultural Adjustment Act (P.L. 73-10), P.L. 75-137
Data Base Reference: E-00207025

492

Poultry Marketing Regulations 201.100-201.104.
August 1975.

Agency Sponsoring Evaluation: Department of Agriculture: Packers and Stockyards Administration.
Agency Managing Program: Department of Agriculture: Packers and Stockyards Administration
Programs Evaluated: Poultry Marketing Regulations
Budget Function: Agriculture: Agricultural Research and Services (352).
Authority: Packers and Stockyards Act of 1921, as amended. Agricultural, Environmental, and Consumer Protection Appropriation Act. 5 U.S.C. 3109. 7 U.S.C. 181-229. 15 U.S.C. 1601-1665. 15 U.S.C. 1681-1681t. 7 U.S.C. 2225.

Poultry Marketing Regulations 201.100-201.104 give the poultry contracting firms guidelines as to necessary provisions in contracts, necessary records, and procedures related to settlement. The most important objectives are assuring a written contract between the grower and contracting firm, specifying all factors affecting payment, and assuring accurate and complete accounting. The study finds that the Agency has sharply decreased its activity in poultry work since the regulations became effective in fiscal year 1972. Expenditures for poultry work during fiscal years 1968-71 averaged \$137,000, or about 4.4 percent of the Agency's total budget. The man-years allocated to poultry work averaged 8.6 or 4.6 percent of the Agency's total personnel time. In fiscal year 1974, about 5.1 man-years and \$110,000 were allocated to the poultry program. This is a reduction of 41 percent in personnel time and 20 percent in total expenditure despite inflation. One nonmeasurement benefit was the additional information available to contract growers about alternative contracts and settlement terms. Before the regulations, firms generally did not give out enough information so that growers could effectively evaluate other growout opportunities. However, there is still no market news information available on contract broiler and turkey payments (not a function of this Agency). Enforceable market regulations which establish positive guidelines for avoidance of unfair or illegal practices can improve business practices between producers and contract buyers and lower the cost of Government regulations and need for Government intervention.

493

Presidential Objective on Child Nutrition Programs.
1973.

Agency Sponsoring Evaluation: Food and Nutrition Service
Agency Managing Program: Food and Nutrition Service
Programs Evaluated: Child Nutrition (10,000)
Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).
Authority: National School Lunch Act (P.L. 79-396). Child Nutrition Act of 1966 (P.L. 89-642)
Data Base Reference: E-00207008

This study was requested by the Office of Management and Budget to analyze the cost-effectiveness of the National School Lunch Program (NSLP). For the 1973 program, the study reported that a 10 percent increase in lunch price would reduce paid participation between 3 percent and 6 percent, with the average rate near 5 percent. Some 24.6 million children participated in the 1973 NSLP, including 8.2 million who received free lunches and 2 million who paid reduced prices. The cost per lunch was 84 cents. Total Federal costs were \$1.2 billion; total costs to society were \$3.4 billion. Comparisons of the 1973 NSLP with alternatives limiting the 1973 NSLP to the needy indicated the latter would reduce Federal and social costs 12-25 percent while increasing participation and nutritional effect among the poor. Participation would be reduced 15-24 percent (because of fewer nonpoor), but nutritional impact would go down only 12-19 percent, generally improving program cost-effectiveness. A shift to food stamps in place of NSLP would reduce costs, participation, and nutritional impacts more than 50 percent. Comparison of the 1973 NSLP with expansion to more nonneedy and to a universal free NSLP indicated that Federal costs would increase 58-200 percent, while participation and nutritional impacts increased only 16-44 percent. Costs to society would increase similarly, 15-41 percent. The study does not provide a complete guide for policy decisions for increasing the cost-effectiveness of the NSLP for improving the nutritional status of children because of the method of aggregating earlier partial studies, and the failure to adequately relate program spending, and subsidy rates to nutritional impacts. However, results suggest that cost-effectiveness could be significantly increased by limiting or eliminating subsidies to the nonpoor.

494

Price Impacts of Federal Market Order Programs.
January 7, 1975.

Agency Sponsoring Evaluation: Department of Agriculture. Farmer Cooperative Service.
Agency Managing Program: Agricultural Marketing Service
Programs Evaluated: Marketing Agreements and Orders (10,000)
Budget Function: Agriculture: Agricultural Research and Services (352).
Authority: Agricultural Marketing Agreement Act of 1937 (P.L. 75-137).
Data Base Reference: E-00220002

This report was prepared in response to the President's October 14, 1974, proposal to review all marketing agreements and orders for farm products for their inflationary impact. It was found that milk marketing orders per se were not inflationary; however, they undergirded the market power of large cooperatives, permitting them to bargain for above-order price premiums. Thirteen of the 49 existing fruit and vegetable marketing orders provided sufficient market power to producers to be potentially inflationary; these included Florida tomatoes, California-Arizona naval and valencia oranges, California-Arizona lemons, ripe olives, walnuts, cranberries, almonds, dried prunes, tart cherries, raisins, hops, and celery. Market orders, in general, fostered considerable price stability. In light of the current concern about inflation, the study found that the information for considering market order changes did not include adequate data on price impact and that the departmental decision process on orders virtually foreclosed consideration of courses of action other than those recommended at the Agricultural Marketing Service division director level. Market orders can be an effective means for support-

ing and stabilizing farm prices when these orders are able to control a substantial volume of marketings. Some adjustments may be needed in market order legislation and/or in the Department's decision process to reduce or eliminate inflationary impacts when such impacts are a priority. However, there is insufficient research-based knowledge available to provide reliable guidance for improved public policy decisionmaking on market orders.

495

Pricing Grade A Milk Used in Manufactured Dairy Products.

R. E. Jacobson, and others. Ohio Agricultural Research and Development Center, Columbus.

Agency Sponsoring Evaluation: Agricultural Marketing Service, Dairy Div.

Agency Managing Program: Agricultural Marketing Service; Dairy Div.

Programs Evaluated: Federal Milk Marketing Order Program

Budget Function: Agriculture (350); Agriculture: Farm Income Stabilization (351)

Authority: Agricultural Marketing Agreement Act of 1937, title VII, as amended (P.L. 75-137; 7 U.S.C. 601 et seq.).

A major purpose of this study is to appraise existing policies and objectives for pricing milk used for manufacturing under Federal milk orders.

496

Pricing under Federal Milk Market Regulation; Theory, Objectives, and Impact.

John E. Kwoka, Jr. 1975.

Agency Sponsoring Evaluation: Agricultural Marketing Service.

Agency Managing Program: Agricultural Marketing Service; Agricultural Stabilization and Conservation Service

Programs Evaluated: Marketing Agreements and Orders (10,000); Dairy Products (10,000)

Budget Function: Agriculture: Farm Income Stabilization (351); Agriculture: Agricultural Research and Services (352).

Authority: Agricultural Act of 1964 (P.L. 88-297). Commodity Credit Corporation Charter Act (P.L. 80-806). Agricultural Marketing Agreement Act of 1937 (P.L. 75-137).

Data Base Reference: E-00204002

This study seeks to determine whether market order milk prices are set for the benefit of consumers, or whether they are used to produce excess profits for producers through cartelization. The weighted average retail price for milk was 9 percent above competitive levels in 1960 and 22 percent above in 1970, suggesting that the magnitude of price distortion has been considerable and appears to be growing. The major constraint on further price rises in most markets is the threat of importing milk from Minnesota and Wisconsin. The excess production of fluid milk generated by milk market order prices was 3 percent in 1960 and 12 percent in 1970. It is concluded that no argument for Federal regulation of milk markets based on consumer interests or simple price stabilization is tenable. Regulation has permitted the cartelization of producers and enforced profit-maximization prices. The findings indicate a need to further review the role of Federal Milk Marketing Orders, particularly in light of the currently changing structure of milk markets.

497

Profile of School Foodservice Personnel.

Virginia Wilkening, Alfred Black. Information Planning Associates, Inc., Gaithersburg, MD.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service; Child Nutrition Div.

Programs Evaluated: Child Nutrition Program

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396; 42 U.S.C. 1752; 42 U.S.C. 1759a; 42 U.S.C. 1773a).

Foodservice workers were found to be normally semiskilled workers, 45-50 years of age, high school graduates, about 8 years experience, earning \$2.73 per hour. Approximately one-third of the managers had advanced from a skilled job. More than 60 percent of managers were promoted or hired as managers without foodservice management training. Thirteen percent of managers managed more than five foodservice units and 22 percent more than two units. Only 30 percent of respondents had completed formal training in the past 10 years. Courses most often taken by respondents were Sanitation and Safety, Use and Care of Equipment, Quantity Food Preparation, Nutrition, and Menu Planning. The report is based on a questionnaire completed by 7,386 school foodservice personnel. Each FNS region was sampled in proportion to the number of schools in the region. Responses were received from some schools not randomly selected. Also, some randomly selected schools did not respond. Foodservice personnel tend to be semiskilled employees who have had little formal training for their jobs. Most of their training is "on-the-job." They express willingness to receive formal training if it is made more accessible and convenient.

498

A Program Evaluation of the Great Plains Conservation Program. May 1974.

Agency Sponsoring Evaluation: Soil Conservation Service.

Agency Managing Program: Soil Conservation Service

Programs Evaluated: Great Plains Conservation (10,000); Long-Term Agricultural Conservation (10,000)

Budget Function: Natural Resources, Environment, and Energy: Conservation and Land Management (302); Agriculture: Agricultural Research and Services (352).

Authority: Soil Conservation and Domestic Allotment Act (P.L. 84-1021).

Data Base Reference: E-00218001

This report is to: 1) evaluate the Great Plains Conservation Program (GPCP) impact on wind and water erosion losses, economic stability of agriculture, and regional income; 2) ascertain the impact of alternative allocations of cost-share funds among States and practices upon selected program objectives; and 3) determine trade-offs between erosion reduction and agricultural income. It was found that the program practices, as applied, reduced erosion losses by about 221 million tons annually, or 56 percent of the technologically-feasible erosion reduction (39/tons) that could be achieved by optimizing the allocation of program resources among States and practices for this objective. The average Federal cost per ton of soil loss reduction was estimated to be 5.19 cents; this could be reduced to 2.87 cents per ton by optimizing the allocation of program resources for this objective. The contribution of the program practices to the farm income of the region was \$43.7 million, 34 percent of the program's technologically-feasible maximum contribution. A shift in the allocation of current GPCP resources among practices and States to maximize the reduction in soil losses would increase the reduction in soil loss to 397 million tons and increase farm income to \$75.7 million. A shift in the allocation of current GPCP resources among practices and States to maximize farm income would decrease the reduction in soil loss to 193 million tons and increase farm income to \$128.2 million. The implied trade-off between maximizing GPCP impacts on farm income and erosion reduction is 26 cents of additional farm income for each ton less of erosion reduction benefits. This second evaluation of GPCP within 5 years reemphasizes the need to reorder priorities among practices and States to optimize the use of cost-share funds for both soil conservation and farm income purposes.

499

Program Evaluation on 1973 Feedgrain Program Performance.
June 4, 1974.

Agency Sponsoring Evaluation: Agricultural Stabilization and Conservation Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Feedgrains and Products (10 000)

Budget Function: Agriculture: Farm Income Stabilization (351).

Authority: Agricultural Act of 1949 (P.L. 81-439). Agricultural Act of 1964 (P.L. 88-297). Commodity Credit Corporation Charter Act (P.L. 80-806)

Data Base Reference: E-00209002

In the 1973 Feedgrain Program, farmers could choose option A, which required initially a 25 percent set-aside of feedgrain acreage (later reduced to 10 percent), or option B (soybean option), which required no set-aside but would allow no more feedgrain acres than in 1972. The objective of the program was to reduce the feedgrains set-aside by 20.1 million acres or 55 percent from 1972, and increase soybeans by several million acres and reduce costs. The program actually reduced set-aside acreage by 27.5 million acres, from 36.6 million to 9.1 million. Only 40 percent of the acres released from set-aside were planted to crops. An additional 10 percent was used for pasture, 25 percent was left idle, and the remainder was used for hay or fallow. Feedgrains acreage increased in all regions by 6.3 million acres. Soybean acreage increased in all regions by 10.2 million acres. Much of the increase in soybean acreage was the result of the increase in prices of soybean relative to corn and not the B option as expected. Feedgrains payments were reduced from \$1.8 billion to \$1.1 billion. The implication of the study is that in periods of expanding demand and excess capacity, the market signals (prices) are strong enough to generate the desired production responses without the need for the more costly program provisions designed to get the same result.

500

Program Evaluation Report on Psoroptic Cattle Scabies.
May 1976.

Agency Sponsoring Evaluation: Animal and Plant Health Inspection Service.

Agency Managing Program: Animal and Plant Health Inspection Service

Programs Evaluated: Animal Disease and Pest Control—Psoroptic Cattle Scabies

Budget Function: Agriculture: Agricultural Research and Services (352).

The potential spread of psoroptic scabies is estimated to reach up to 24 percent of the beef cattle population in 18 years and 5 percent of the dairy cattle population in 37 years. This assumes that control of the pest would be limited to producer's own efforts and that only 30 percent of the beef herds and 50 percent of the dairy herds infected each year would be cleaned up in this way. If the pest spreads up to its estimated potential, annual beef cattle losses would reach \$103 million; milk production losses, \$21 million; and dairy cattle beef production losses, \$2 million. Treatment of infected herds would cost producers another \$104 million. The current control program is credited with keeping outbreaks to an average of 70 per year. This is reflected in a benefit/cost (B/C) ratio of 22 to 1 for \$2.1 million in Federal funds and \$1.6 million in State funds. Increasing the number of investigations into the source of outbreaks is expected to increase the B/C ratio to 27 to 1. A 10-year eradication program is estimated to cost \$36 million in Federal and State funds, with annual costs peaking at \$4.6 million in the second year. The B/C ratio for such a program was estimated to be 37 to 1. The findings on program effectiveness are somewhat more optimistic than is indicated by the historic relationships between the number of reported outbreaks of psoroptic cattle scabies and the level of program activity. More information is needed on program effectiveness. This should include additional work on the extent to which the pest's

spread is limited by environmental and other factors and work on the cost-effectiveness of producer controls for cow-calf vs. feedlot operations.

501

Program Planning and Budgeting Model for the Reduction of Losses from Swine Tuberculosis in the United States.

February 1975.

Agency Sponsoring Evaluation: Animal and Plant Health Inspection Service: Animal Disease and Pest Control Div.

Agency Managing Program: Animal and Plant Health Inspection Service

Programs Evaluated: Animal Disease and Pest Control—Swine Tuberculosis

Budget Function: Agriculture: Agricultural Research and Services (352).

Losses due to condemnation or special processing of TB infected pork were between \$5.1 and \$6.3 million in 1974. This was higher than the losses prior to 1972 when stricter meal inspection standards were imposed in response to the Surgeon General's opinion that swine TB could be a potential human health hazard. Losses in hog production efficiency due to the disease are not thought to be significant. An expected benefit/cost ratio of 1.46 (discounted at 10 percent) was estimated for a national swine TB control program option including a mandatory swine identification system. The program without a mandatory identification system would be less cost effective. A control program limited to indemnification and without an identification system would generate no economic efficiency benefits. The study adequately estimates the losses from swine TB and indicates the uncertainty with respect to the cost and effectiveness of a control program. The program cost estimates do not fully reflect costs of the required identification system which should at least be partially charged against the program. The low ratio of benefits to costs under even the most optimistic assumptions implies that a control or eradication program is not likely to be cost effective. Some additional research and development currently underway to improve swine TB slaughter surveillance methods could augment private efforts to control the disease and might allow for more efficient control programs in the future. Research to clarify whether and to what extent (if any) swine TB constitutes a human health hazard may be justified.

502

Racial Composition in the National School Lunch Program.
1973.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207011

503

Reaction to the National Agricultural Outlook Conference.
October 1974.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.

Agency Managing Program: Department of Agriculture: Economic Research Service

Programs Evaluated: Supply, Demand, and Price Analysis—Forecasts and Projections (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Agricultural Marketing Act of 1946 (P.L. 79-733).

Data Base Reference: E-00219006

The majority of the conference attendees during 1972 and 1973 were satisfied with the conference. Only 11 percent reported that the

conference inadequately met their objectives for attending; most individual sessions were rated adequate or excellent by the majority of attendees. Over 10 percent suggested that the national conference be eliminated, but a majority of these favored substitution of regional conferences for the national. Almost one-third of the potential outlook users surveyed, who did not attend one conference, write in for outlook information. About 15 percent of the nonattendees surveyed had never heard of the conference. Attendees estimate that they each 35 million people per year with information made available at the conference. Since the value added by the conference was not assessed, nor its relative cost-effectiveness compared with available (less costly) alternatives for disseminating information to the target audience, the study results are insufficient for judging the overall public value and cost-effectiveness of the conference. No major decision implications can be derived from these limited findings.

04

Relationship between Program Participation and Level of Economic Activity

October 1972

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: Food Stamps (10 000)

Budget Function: Agriculture. Agricultural Research and Services (352); Income Security. Public Assistance and Other Income Supplements (604)

Authority: Food Stamp Act of 1964 (P.L. 88-525). P.L. 91-671.

Data Base Reference: E-00207024

05

Report of Task Force on Farm Income Estimates
January 1975.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service

Agency Managing Program: Department of Agriculture: Economic Research Service

Programs Evaluated: Farm Income Estimation (ERS)

Authority: Agricultural Marketing Act of 1946 (7 U.S.C. 1621-1627).

A special task force determined that in most years major errors in farm income estimates occurred in estimating nonfarm money income, government payments, and net changes in farm inventories. However, in a volatile marketing year, estimates of total cash receipts were a more significant source of error. The original estimate of gross farm income, in 1973, had to be increased several months later by 9 billion. Errors in cash receipts accounted for \$5 billion, inventory errors, for \$3 billion; and other adjustments, for \$1 billion. ERS's accounting methods were inconsistent with the Nation Income and Product Account and GNP as published by Department of Commerce, causing some items to be excluded and some to be double counted. According to the Commerce Department, ERS's farm income estimates were among the least accurate of the various national components reported to them. The failure of the task force to deal with social costs and utility of farm income estimates seriously limits application of the findings for policy or program design decisions. The report implies that USDA farm income estimates are useful enough to support the cost of generating them, making them more accurate, and standardizing them with the Department of Commerce. For this and other information type programs, an evaluation of their social cost and utility is suggested before significant increases in resources are committed for purposes of improving quality.

06

Report on the Beekeepers Indemnity Payment Program.
Frederic L. Hoff. December 1976.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.

32

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Dairy and Beekeeper Indemnity Program

Budget Function: Agriculture. Farm Income Stabilization (351).

Authority: 7 U.S.C. 135b note. 7 U.S.C. 450j-450l.

Bee pollination is beneficial to a large portion of our agricultural production and is essential to some fruit, vegetable, and seed crops. Beekeepers, particularly commercial pollinators in areas of high pesticide damage, reportedly have a comparatively unfavorable income position because of depressed honey prices, rising costs, and pesticide losses. The bee colony population declined from 5.9 million in 1947 to 4.1 million in 1972 and had recovered to 4.2 million in 1975. The average \$10 per acre bee pollination fee could be increased substantially with very little impact on per unit production costs for most commodities. Eight States reported pesticide damage to 65 percent of the colonies registered in the ASCS program. The remaining 42 States reported damage to only 2.5 percent of the registered colonies. From 1967-1975, a total of \$18.9 million was paid in indemnities to 2,628 beekeepers representing two million damaged colonies (California, Arizona, and Washington beekeepers received 49 percent of this). Twenty individuals received \$4.7 million or 28 percent of the total. The study does not critically address the question of USDA program effectiveness. The analysis is based on data from previous State studies plus ASCS statistics on the program history, but does not identify trends and causal relationships necessary to measure the program's impact. This study suggests, but does not conclusively show, that termination of the program would in the long run lead to higher pollination fees sufficient to maintain a viable bee pollination industry with minor effects in terms of increased crop production costs. The study did not analyze short run adjustments which may occur with program termination.

507

Review and Evaluation of Price Spread Data for Foods.
January 1976.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.

Agency Managing Program: Department of Agriculture: Economic Research Service

Programs Evaluated: Price Spread and Marketing Bill Data

Authority: Agricultural Marketing Act of 1946 (7 U.S.C. 1621-1627).

Economic Research Service's price spread and marketing bill data are widely used by Members of Congress, Department officials, trade associations, and others to describe the cost distribution of the food dollar and the costs of food marketing. Practical limitations on the data currently available and conceptual difficulties limit the precision of the estimates, particularly for cost and profit components of the food dollar. However, further improvement would require costly data acquisition, since virtually all sources available useful data are currently drawn upon. Users frequently attempt to apply these data to questions for which the data are not appropriate. It was concluded that data series on marketing margins are useful and should continue to be published, although the utility of the current series may not be increased significantly by use of additional resources to improve or refine them. New or additional data series and economic studies may more effectively contribute to several of the basic purposes expected of the current series. Further efforts to identify the intended users of the marketing bill series and their needs or uses for the data should be considered before revising, replacing, or supplementing that series in particular.

508

Review of the Rice Council for Market Development Brand Incentive Program.

October 1974.

Agency Sponsoring Evaluation: Foreign Agricultural Service.
Agency Managing Program: Foreign Agricultural Service
Programs Evaluated: Foreign Market Development and Promotion (10 000)
Budget Function: Agriculture: Agricultural Research and Services (352).
Authority: Agricultural Trade Development and Assistance Act of 1954 (P.L. 83-480). Agricultural Act of 1954 (P.L. 83-690).
Data Base Reference: E-00212010

509

School Feeding Effectiveness; Summary Report.
 Rutgers Univ., New Brunswick, NJ, September 1972.
Agency Sponsoring Evaluation: Food and Nutrition Service.
Agency Managing Program: Food and Nutrition Service
Programs Evaluated: School Lunches (10,000)
Budget Function: Agriculture: Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604)
Authority: National School Lunch Act (P.L. 79-396).
Data Base Reference: E-00207004

A series of studies of the National School Lunch Program in New Jersey was conducted because of the low participation rate in the State—only 18 percent of the school students participated. The results indicate that schools did not participate because they lacked kitchen facilities and because the initial overhead costs to begin food service operation were a major problem. Administrators of schools that participated reported that onsite kitchen systems were the most efficient in terms of costs and benefits, and satellite systems were rated second. The type A pattern was not a restraint to student participation although the subsidized meals were generally considered to be unpalatable. Most new foods were found to be acceptable. Potentially significant losses in nutrient content of foods due to heat preparation were identified. In some cases, additional Department of Agriculture outreach effort may be needed to concentrate on establishing onsite feeding facilities in schools. A vitamin supplement provided to children who bring their own lunches would raise the nutritional content of their meals to Federal Standard. Findings on low acceptability of subsidized lunches and nutrient losses due to cooking raise serious questions about the assumption that serving type A lunches results in an equivalent effect in terms of nutrients ingested.

510

The Southwestern Screwworm Eradication Program; A Review.
 Charles Lincoln, W. G. Eden. August 30, 1974.
Agency Sponsoring Evaluation: Animal and Plant Health Inspection Service.
Agency Managing Program: Animal and Plant Health Inspection Service
Programs Evaluated: Animal Disease and Pest Control (10,000); Plant Disease and Pest Control (10,000); Import Inspection (10,000)
Budget Function: Agriculture: Agricultural Research and Services (352).
Authority: Federal Plant Pest Act (P.L. 85-36; 7 U.S.C. 147-148; 7 U.S.C. 150). Plant Quarantine Act (P.L. 62-275; 7 U.S.C. 151-164a). Terminal Inspection Act (P.L. 63-293; 7 U.S.C. 166). Mexican Border Act, as amended (P.L. 85-36; 7 U.S.C. 149). Department of Agriculture Organic Act of 1944. Mexican Pink Bollworm Act. Golden Nematode Act. Honeybee Act. Halogeton Glomeratus Act. Federal Noxious Weed Act P.L. 65-40. P.L. 80-645. P.L. 87-539. P.L. 82-529. 7 U.S.C. 145. 7 U.S.C. 281-282. 7 U.S.C. 1651-1656. 7 U.S.C. 2801-2813.
Data Base Reference: E-00205002

The program yielded an annual ratio of benefits (reduced livestock losses and reduced production costs) to costs in excess of 39:1 during 1972-74. Increased screwworm infestation in the past 3 years is partially attributed to weather conditions, changes in animal husbandry practices, and increased livestock and wildlife population in the Southwest. The sterile fly technique is sound in principle. Knowledge in field effectiveness of released flies is limited. Limited plant

capacity to produce sterile flies is a constraint in bad years. Lack of ability to determine the number and distribution of wild flies may be the greatest weakness in the program. This results in less effective release practices. Eradication in Mexico will be more difficult, and several uncertainties were noted. Winter weather provides a significant natural control mechanism in the United States, but not in Mexico. Elimination of the knowledge gaps and other limitations cited could improve the effectiveness of the current U.S. program in the Southwest. Some continuing research support is indicated. Although moving the screwworm barrier zone to Tehuantepec, Mexico, could facilitate keeping the screwworm from reentering the United States, the joint program with Mexico faces most of the same limitations and some additional uncertainties due to the climate, limited surveillance capability, and other factors affecting the potential for successful attainment of an eradication objective in northern Mexico.

511

Special Cost of Alternative Dairy Price Support Levels.
 Boyd M. Buxton, Jerome W. Hammond. March 7, 1975
Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.
Agency Managing Program: Agricultural Stabilization and Conservation Service
Programs Evaluated: Dairy Products (10,000), Marketing Agreements and Orders (10,000)
Budget Function: Agriculture. Farm Income Stabilization (351)
Authority: Agricultural Act of 1964 (P.L. 88-297). Commodity Credit Corporation Charter Act (P.L. 80-806). Agricultural Marketing Agreement Act of 1937 (P.L. 75-137).
Public Availability: American Journal of Agricultural Economics, Vol. 56, No. 2
Data Base Reference: E-00219003

The social cost of the Department of Agriculture's March 1973 decision to set the support price at the minimum 75 percent of parity was zero. Raising the support prices to 85 percent of parity would have resulted in a net social cost of \$340 million if increased Government purchases due to higher support price were donated abroad or destroyed. The net social cost of this same decision could be reduced to \$65 million by redistributing the increased Government purchases back to the United States community as manufactured products. The suggested measure of social cost is intended to be an additional criterion for making decisions regarding dairy price supports, and not to displace existing criteria such as budget costs, farm income, and consumer price effects. However, since the "social cost" calculations yield factors closely paralleling other previously calculated factors (e.g., amount that the support price exceeds the free market price), it is not clear that the additional measure in fact provides any additional information.

512

Special Supplemental Food Program for Women, Infants, and Children—A Medical Evaluation.
 F. Shank, J. Edozien. Research Triangle Inst. July 1976.
Agency Sponsoring Evaluation: Food and Nutrition Service.
Agency Managing Program: Food and Nutrition Service: Special Supplemental Food Unit
Programs Evaluated: Supplemental Food Program for Women, Infants, and Children (WIC)
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Authority: 42 U.S.C. 1771.

Participation in the Special Supplemental Food Program for Women, Infants, and Children (WIC) was associated with an increase in the rate of growth, weight, and height. Daily intake of protein, calcium, phosphorous, and riboflavin were reduced for infants 6-12 months old. Their intake of iron, vitamin A, thiamine and ascorbic acid increased. Children increased their daily consumption of most nutrients. Incidence of anemia was reduced in all age groups. Pregnant women increased their intake of protein, calcium, phosphorous, iron, vitamin A, thiamine, niacin, and ascorbic acid. Post-

partum women increased their intake of thiamine and ascorbic acid. The WIC Program was associated with an increase in the birthweight of babies. Clinical, biological and dietary data were obtained on each participant. Dietary data included a 24-hour recall. Comparison of measurement results taken before and after the program provided estimates of program impacts. The WIC Program apparently achieved nutritional improvement in pregnant and postpartum women and infants and children.

513

Special Supplemental Food Program for Women, Infants, and Children-Delivery Systems Evaluation.

R. Shank, M. Bendick. April 1976.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service: Special Supplemental Food Unit

Programs Evaluated: Supplemental Food Program for Women, Infants, and Children (WIC)

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Authority: 42 U.S.C. 1771.

Average monthly cost per recipient was about \$20. Administrative cost was highest (\$7.24) for direct distribution and lowest for home delivery (\$2.64). Advantages of direct distribution were low cost, control of the food package, and presence of participants at clinics for education. The main disadvantage was inconvenience for participants. Home delivery was more expensive than direct distribution but was more convenient for participants. Control of food substitutions was a potential problem. The retail purchase system struck a middle ground for cost, recipient burden, and food substitution. Each participant was automatically given the maximum food quantity at 76 percent of the clinics surveyed. About two-thirds of WIC participants had incomes below the poverty threshold; 49 percent also received food stamps. Overall, 96 percent of recipients were satisfied with WIC foods, but 85 percent of administrators wanted greater flexibility in prescribing the food package. About 81 percent of the recipients indicated they did not restrict supplemental food use to purposes of the WIC program but used the food for the entire family. Recipients reportedly increased their use of medical facilities as a result of the program. The evaluation was based on a stratified sample of 96 WIC clinics in 30 States. Some 71 food retailers, 3,600 participants, and 141 nonparticipants were interviewed. This sample represented various types of delivery systems, geographic locations, and ethnic groups. WIC distribution systems apparently are effective in distributing the food package. The retail purchase system appears to be more satisfactory than the other delivery systems.

514

Staff Report on the National Agricultural Outlook Conference November 15-18, 1976.

Alan R. Bird. February 1977.

Agency Sponsoring Evaluation: Department of Agriculture: Economic Research Service.

Agency Managing Program: Department of Agriculture: Economic Research Service

Programs Evaluated: Supply, Demand, and Price Analysis-Forecasts and Projections and Related Programs

Authority: Agricultural Marketing Act of 1946 (7 U.S.C. 1621-1627).

An evaluation of the 1977 National Agricultural Outlook Conference held in November 1976 indicated that total attendance was over 1,000, including a record high of 753 non-USDA registrants. This contrasted with an 8.2 percent decline in attendance the preceding year. Responses from 170 attendees indicate that the conference was a significant source of information for many and should continue to be held at USDA about the same time of year. Those who attended found many sessions disappointing because the subject matter was often noncommittal, poorly presented, and lacked relevance. There

were allegedly too many panelists, papers were made available late, and points of view lacked divergence. In addition the facilities and equipment were judged to be inadequate. The findings were based largely on the responses of 170 non-USDA attendees. People who knew about the conference but chose not to attend were not represented. The analysis depends substantially on the subjective interpretation of open ended questions. The costs of the conference were not analyzed. The critical comments of the participants suggest that consideration should be given to possible changes in forum content, and facilities to increase the appeal of the sessions to participants. However, the evaluation findings alone do not provide sufficient information for determining conclusively whether the conference justifies its cost.

515

A Study of Alternatives to Commodity Donations to Schools
September 1974.

Agency Sponsoring Evaluation: Department of Agriculture: Office of Planning and Evaluation.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: Direct Distribution of Food (10 000)

Budget Function: Agriculture: Agricultural Research and Service (352), Income Security: Public Assistance and Other Income Supplements (604).

Authority: Agricultural Adjustment Act (P.L. 73-10), Agricultural Marketing Agreement Act of 1937 (P.L. 75-137).

Data Base Reference: E-00200008

516

A Study of the Use and Value of Improved Foreign Wheat Information to USDA Programs and Activities.

The Futures Group. July 1976.

Agency Sponsoring Evaluation: Foreign Agricultural Service

Agency Managing Program: Foreign Agricultural Service

Programs Evaluated: Market Intelligence and Commodity Service Large Area Crop Inventory Experiment (LACIE)

Budget Function: Agriculture: Agricultural Research and Service (352).

Authority: Agricultural Act of 1954 (7 U.S.C. 1761)

Interviews with USDA analysts and decisionmakers found the quality of USDA foreign wheat production data varies but is generally deficient, as is information on other factors affecting the demand for U.S. wheat exports. Export demand, price level and other factors may be more important than estimates of production for most major USDA policy and program decisions. Improved accuracy in foreign wheat production estimates contribute relatively little to improved demand or price forecasts. The overriding influence of other variables which are also a considerable uncertainty or error. Current USDA supply and commodity stabilization policies rely largely on market and do not include program decisions sensitive to important foreign wheat production estimates. Improvements in the data may potentially contribute to minor improvements in price and other export program decisions. The study involved relatively unstructured interviews of USDA analysts and decisionmakers who use wheat crop information. The references drawn from interview responses by the interviewer were consistent and valid. This procedure precluded the usual tests of statistical significance and validity. The study did not evaluate the use of wheat information in the wheat market or other private sector decisions. Improvements in the accuracy of foreign crop production may be of limited use for USDA decisionmaking purposes. Major investments in the data would therefore have to be justified largely by the benefits from better information for the private sector.

517

A Study of the Use and Value of Improved SRS Wheat Information to USDA Programs and Activities.

August 1976.

Agency Sponsoring Evaluation: Department of Agriculture Statistical Reporting Service.

Agency Managing Program: Department of Agriculture: Statistical Reporting Service

Programs Evaluated: Agricultural Statistics (SRS)

Budget Function: Agriculture: Agricultural Research and Services (352)

Authority: Agricultural Marketing Act of 1946 (7 U.S.C. 1621-1627).

Interviews with USDA analysts and decisionmakers found that the forecasting errors, which are associated with weather uncertainties, in current season wheat production estimates are larger than sampling or other errors. These errors are more important for winter than for spring wheat. Most users are concerned with the total economic effects of wheat supply. For their purposes, minor improvements in estimating current production may be overshadowed by existing errors in estimates of carryout size and feed use. Current USDA supply adjustment, commodity stabilization, and related policies rely largely on market forces and do not include decisions sensitive to modest improvements in wheat production information. SRS information on wheat production, stocks, and prices are used constantly throughout USDA and are of fundamental importance in analyzing how USDA policies are working and for various related purposes. The study involved relatively unstructured interviews of USDA analysts and decisionmakers who use wheat crop information. The inferences drawn from the interview responses by the interviewer were consistent with theory. The study procedure precluded the usual tests of statistical significance and validity. The study did not evaluate the use of wheat information in the wheat market or other private sector decisions. Improvements in the accuracy of SRS wheat production information may be of limited value for USDA decisionmaking purposes under current conditions. Major investments to improve the data would therefore have to be justified largely by the potential benefits from better information for the private sector.

518

The Sugar Program: Large Costs and Small Benefits.

D. Gale Johnson. April 1974.

Agency Sponsoring Evaluation: Agricultural Stabilization and Conservation Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Sugar Act Program (10,000)

Budget Function: Agriculture: Farm Income Stabilization (351).

Authority: Sugar Act of 1948 (P.L. 80-388).

Public Availability: American Enterprise Inst. for Public Policy Research; Washington, DC

Data Base Reference: E-00209007

The production, distribution, and pricing of sugar is highly regulated in almost all countries including the United States. Over half the sugar that moves in world trade does so within the framework of special preferential arrangements. An important effect of the U.S. sugar program has been the protection of U.S. sugar refining. Sugar quotas are more stringent against refined sugar than raw sugar. Less than 2 percent of total U.S. sugar imports are refined sugar. There are no clear guidelines or national grounds for establishing import quotas and quotas for domestic areas. As a result, allocations are assigned by political process. The annual cost of the sugar program to American consumers and taxpayers ranges between \$502 and \$730 million. About a third of the gross transfer goes to foreign quota holders and the remainder to domestic growers. The net income benefit to producers is about a quarter of their gross transfers. The study provides strong evidence of the high cost of the sugar program in relation to economic benefits to U.S. producers. The sugar program has been terminated as a result of Congress' decision not to extend the authorizing legislation. Any effort to restore it should be

consistent with the U.S. policy for liberalization of trade, and modifications should be considered that would bring costs more in line with the benefits to U.S. producers.

519

Survey of Grade and Weight Selling of Livestock.

February 1974.

Agency Sponsoring Evaluation: Department of Agriculture: Packers and Stockyards Administration

Agency Managing Program: Department of Agriculture: Packers and Stockyards Administration

Programs Evaluated: Maintenance of Equitable Marketing Conditions for Livestock and Poultry (10 000)

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Packers and Stockyard Act of 1921, as amended (P.L. 67-51)

Data Base Reference: E-00208001

This study assesses the cost and effectiveness of the Packers and Stockyards Administration (P&SA) fiscal year 1969 survey and fiscal years 1970-71 sample surveillance of grade and weight selling of livestock (cattle and hogs). The 1969 survey and subsequent surveillance were conducted to determine the extent to which packers purchasing livestock on a carcass basis were not in compliance with recently established P&SA grade and weight selling regulations. The objective was to assure that producers and purchasers received true value for the livestock carcasses traded. The program directly increased cattle and hog producers' returns by \$428,000 in 1969, \$56,000 in 1970, and \$79,000 in 1971 due to correction of wrong tare weight settings. It saved cattle producers \$1.1 million in 1969 by eliminating excess deductions. Corresponding savings for 1970 and 1971, based on projection of the deterrent effect of 1969 returns, were estimated at \$1.4 million and \$1.6 million, respectively. Total savings to the livestock industry were estimated to be \$12 per dollar of P&SA salary and travel outlay in 1969. This ratio increased to \$20 in 1970 and \$50 in 1971, due almost entirely to the lower cost of sample surveillance. Study implications are that the new P&SA regulations appear to have had beneficial effects in improving producer returns. Active surveillance of markets can improve their competitiveness.

520

Title III Reparation Complaints and Other Reparation Type Complaints.

August 1975.

Agency Sponsoring Evaluation: Department of Agriculture: Packers and Stockyards Administration.

Agency Managing Program: Department of Agriculture: Packers and Stockyards Administration

Programs Evaluated: Livestock Market Regulation

Budget Function: Agriculture: Agricultural Research and Services (352).

Authority: Packers and Stockyards Act of 1921, as amended. Agriculture, Environmental, and Consumer Protection Appropriation Act. 5 U.S.C. 3109. 7 U.S.C. 181-229. 15 U.S.C. 1601-1665. 15 U.S.C. 1681-1681t.

The reparation provisions (section 308) of the Packers and Stockyards Act were designed to afford complainants a prompt and inexpensive method of recovering losses resulting from violations of the act. A study of the administration of these provisions finds that the benefit/cost ratio of Title III of the informal reparation program was 19.7 to 1.0 in fiscal year 1974, about the 7-year average of 1968-74. (The agency helped 345 livestock producers to recover \$2.2 million in claims at a cost of \$112,000.) In fiscal year 1974, the benefit/cost ratio for Title II reparation activity was 8.14 to 1.0. (Settlement totaled \$851,000 for 96 complaints.) Without the Packers and Stockyards Act, complainants might have recovered some larger claims through informal and court action. However, P&SA contends that court costs would be much higher, both to complainants and respondents, take longer to settle, and could not be properly evaluated

in many cases. The reparation program of P&SA is more effective and more equitable than other present procedures to settle disputes between sellers and market agencies, dealers, and stockyards.

521

Uniform Grain Storage Agreement

April 1974

Agency Sponsoring Evaluation: Agricultural Stabilization and Conservation Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Commodities (10 000)

Budget Function: Agriculture: Farm Income Stabilization (351)

Authority: Agricultural Act of 1964 (P.L. 88-297), Commodity Credit Corporation Charter Act (P.L. 80-806).

Data Base Reference: E-00209003

Since 1940 the Commodity Credit Corporation (CCC) has set the rates and conditions for the storage of CCC grains under the terms of the Uniform Grain Storage Agreement (UGSA). The study evaluated the effectiveness of the UGSA in terms of the objective of assuring that producers have access to adequate commercial storage to assure efficient operation of the CCC commodity loan program. Tests were also made of the appropriateness of the specific rates. This study concludes that storage space approved under the UGSA has been widely available for farmers' grain, and lack of storage has not constituted a constraint on the CCC loan program. UGSA rates have not been a primary factor influencing off-farm storage capacity, except in the 1950's. UGSA rates in 1973 were generally below firms' published tariffs. Economic Research Service (ERS) cost estimates, on which the UGSA rates are based, have not been biased upward or downward, but have not always been accurate. Higher UGSA rates on corn vis-a-vis small grains are justifiable on the basis of cost; on soybeans they are not. Rates of return to warehousemen under the UGSA do not appear to have been excessive during the four years sampled (since 1964), using ERS estimates of replacement costs. The study provides selected indicators suggesting that the UGSA has achieved objectives at costs that were probably not excessive. The study suggests that the conservative rate-setting policies of the CCC Board during the 1970's have not impaired the effectiveness of the UGSA, and that there is little need for broad increases in rates to assure availability of adequate storage capacity.

522

The USDA Study on High School Participation in Child Nutrition Programs

September 1973.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10,000)

Budget Function: Agriculture: Agricultural Research and Services (352), Income Security: Public Assistance and Other Income Supplements (604).

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207005

The attitude of school administrators was the single most important factor relating to participation in low participation schools, 80 percent of the administrators had a negative or indifferent attitude toward the program. Schools with poor facilities modular scheduling, extensive a la carte service and school lunch periods experienced low participation. Of the low participation schools, 50 percent had poor facilities, and 50 percent had modular or split-shift scheduling; fifty five percent of students felt that the lunch period was too short; and 54 percent also thought the lunch line was too long. To increase participation in the National School Lunch Program the outreach efforts should emphasize the development of positive attitudes toward the program by school administrators. However, no evidence

was provided to show that positive attitudes of school administrators are sufficient for a consistent positive relationship between participation and improved effectiveness

523

Use of Land Reserves to Control Agricultural Production

M. Erickson, September 1976.

Agency Sponsoring Evaluation: Department of Agriculture, Economic Research Service.

Agency Managing Program: Agricultural Stabilization and Conservation Service

Programs Evaluated: Cropland Conversion Program; Conservation Reserve Program

Budget Function: Agriculture: Farm Income Stabilization (351).

Authority: Soil Conservation and Domestic Allotment Act (P.L. 87-703).

This study examined the effectiveness of land reserve programs in reducing actual crop acreage and found that one acre of land in a reserve program reduced actual acreage as follows: total wheat, 1961-70, - .61; total wheat, 1971-73, - .41; corn and soybeans, 1961-72, - .62; corn, 1961, 1961-70, - .50; total cropland, 1937-73, - .60. The study was based on three independent research studies (1974-75) using appropriate methods of analysis. No measurement of data quality or reliability of results was included. However, cross comparisons of independent results plus reference to basic Agricultural Census indications and ASCS data verified the practical reliability of findings. The study proposed that a voluntary land reserve program could be made more cost effective in reducing crop surpluses and, at the same time, maximize production efficiency on nonreserve land if the annual allotment base for each crop was based on the farm's cropping pattern the previous year.

524

Water Management Research by Utah State University (Latin America): Field Review and Assessment.

Ernest Smerdon, and others. LAT 333.913 U896. March 1976. 72 pp.

Agency Sponsoring Evaluation: Agency for International Development: Bureau for Latin America.

Agency Managing Program: Agency for International Development: Bureau for Latin America

Programs Evaluated: Food and Nutrition-Latin America

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Authority: Foreign Service Assistance Act of 1961, as amended (22 U.S.C. 2151 et seq.).

Public Availability: AID Reference Center

Work under the present contract should be continued as programmed. Subsequent to the completion of the project, major effort should be planned dealing with programs to assist small farmers in onfarm water management in Central America and in South America. In addition, the sociopolitical studies underway should be continued but restructured along socioeconomic and impact assessment lines. It appears that work on evapotranspiration should not have such high priority in the future. Early work had a larger component in field demonstration of irrigation methods and practices. However, the project has drifted from the goal of improving onfarm water management. More emphasis on adaptive research and development and "how to" demonstrations seems to be desired. Each project should relate to others to insure a focus of all component projects on the objective of immediately improving food production through better onfarm water management. Recommendations include strengthening internal communication to reduce confusion and problems for the contractors; strengthening the Agency's ability to better relate project substance to project purpose and objectives; and defining "research" so it has the same meaning for all parties involved in the project.

525

Who's Picking Up the Check for Pennsylvania's School Lunches?
Don E. Hardenberg. 1972.

Agency Sponsoring Evaluation: Food and Nutrition Service.

Agency Managing Program: Food and Nutrition Service

Programs Evaluated: School Lunches (10,000)

Budget Function: Agriculture Agricultural Research and Services (352); Income Security: Public Assistance and Other Income Supplements (604)

Authority: National School Lunch Act (P.L. 79-396).

Data Base Reference: E-00207007

A 1971 study of the school lunch program in Pennsylvania found that 19 percent of the schools were without a lunch program. These were most prevalently elementary schools in low income urban areas. Fifty-five percent of all needy children were not receiving a free or reduced price lunch even though 2/3 of them were going to schools that served lunches. Concerning free and reduced lunches the study found that only 47 percent of schools used Federal announcement procedures to promote them. Eighty-seven percent of student enrollment was provided with application forms for them. Forty-four percent of the schools with poverty enrollments under 50 percent were in violation of Federal rules for establishing eligibility—only 21 percent did so in schools with more than 50 percent poverty enrollment, and 25 percent of the schools violated the anonymity requirement. If the assumption regarding the effects of nutrition on the ability to learn could be accepted with confidence, the study would suggest that special actions need to be taken at the local level to improve attitudes of local officials and so improve participation among poverty children.

DEPARTMENT OF COMMERCE

526

Report on Survey of the Fishery Products Inspection Service, National Oceanic and Atmospheric Administration.

July 1972. 21 pp.

Agency Sponsoring Evaluation: Department of Commerce: Office of Audits.

Agency Managing Program: National Oceanic and Atmospheric Administration

Programs Evaluated: Fishery Products Inspection and Certification (11 413)

Budget Function: Natural Resources, Environment, and Energy: Other Natural Resources (306)

Authority: Agricultural Marketing Act of 1946 (P.L. 79-733). Fish and Wildlife Act of 1956 (P.L. 84-1024).

Data Base Reference: E-00300008

While there are more than 4,000 fish-processing firms in the United States, inspection services are provided only to 38 firms that sell primarily to institutions that require inspected fishery products. While requests for reimbursable inspection services have been received from additional firms, the ability to take on more work has been hampered by recent restrictions on hiring. Thus it is essential for the National Oceanic and Atmospheric Administration (NOAA) to review its priorities with a view toward meeting increased demands for inspection and so provide a means of responding to the intent of law and the growing concern by fishery inspection officials and consumer advocates who wish to protect the health of consumers by assuring that fishery products distributed to the consumers are in fact of good quality, wholesome, and properly marked or labeled. There is also a need for increasing the ability of the NOAA inspection service to make quality inspections, and provisions must be made for laboratory testing as part of the regular inspection procedure.

EMPLOYMENT AND TRAINING ADMINISTRATION

527

An Analysis of Selected Department of Labor Projects for Migrant and Seasonal Farmworkers

Linton & Co., Inc., Washington, DC MEL 77-02 October 1976 - 264 pp.

Agency Sponsoring Evaluation: Employment and Training Administration: Office of Program Evaluation.

Agency Managing Program: Employment and Training Administration

Programs Evaluated: Farm Workers (17.230); Comprehensive Employment and Training Programs (17.232)

Budget Function: Education, Manpower, and Social Services: Training and Employment (504).

Authority: Comprehensive Employment and Training Act of 1973, as amended (P.L. 93-203).

Public Availability: NTIS, Document No. PB 263 618/AS

The report reviews, on the basis of a study of six programs, operations and problems of programs funded under section 303 of the Comprehensive Employment and Training Act to provide training, education, and other services to migrant and other seasonal farmworkers. The report also examines briefly a history of social legislation for seasonal farmworkers and the nature of this population.

FARM CREDIT ADMINISTRATION

528

Commercial Bank Links to the Farm Credit System through PCA Participants and FICB Discounts.

D. D. Osburn, J. A. Petty. FCA Research Journal, Two. December 1976. 6 pp.

Agency Managing Program: Farm Credit Administration

Programs Evaluated: Farm Credit System

Budget Function: Agriculture: Farm Income Stabilization (351).

Authority: Farm Credit Act of 1971 (P.L. 92-181; 12 U.S.C. 2001-2259).

Public Availability: Farm Credit Administration; Washington, DC 20578

The Production Credit Association's commercial bank participation program has continued a slow development. The other financial institution's discounting program has had moderate growth. Both programs are far below their potential. Should farm credit needs increase as projected, the participation program could be widely used by small rural banks when local funds are not sufficient to serve large agricultural credit needs. Of the two ways of discounting (direct and through agricultural credit corporations), it seems that direct discounting with Federal intermediate credit banks offers the greatest possibilities. The main reason cited was the large amount of capital necessary to establish an agricultural credit corporation, and the fact that the small rural banks which really needed the discounting services were the ones which did not have the necessary capital. Another problem has been that commercial bankers and the Farm Credit System have regarded each other as competitors. The credit sources account for a very small portion of agricultural credit. If the demand for agricultural credit grows rapidly, these programs offer the tools which could help to supply needed agricultural credit. However, numerous operational difficulties would have to be overcome.

529

Young Farmers: A Profile Analysis of Federal Land Bank Borrowers
D. D. Osburn FCA Research Journal, Two December 1976. 8 pp.
Agency Sponsoring Evaluation: Farm Credit Administration Research Div.

Agency Managing Program: Farm Credit Administration

Programs Evaluated: Farm Credit System

Budget Function: Agriculture: Farm Income Stabilization (351).

Authority: Farm Credit Act of 1971 (P.L. 92-181, 12 U.S.C. 2001-2259).

Public Availability: Farm Credit Administration, Washington, DC 20578

Farming is becoming a more capital-intensive business. Estimates of total capital requirements for a one-man farm range from \$250,000 to \$500,000. A number of reserve rental, leasing, and ownership arrangements enable young farmers to control or be involved with resources of this magnitude. About 20 percent of all farmers nationwide are under 35 years of age, but in contrast, about 25 percent of the Federal land bank borrowers are young farmers. In addition, 4 percent of all borrowers had debt-to-asset ratios in excess of 70 percent, while on the other hand, about 12 percent of young farmers had debt-to-asset ratios in excess of 70 percent. In spite of their relative higher debts and similar debt service loads to those of all borrowers, young farmers, in general, were financially sound. Real estate financing was extended to many low equity borrowers who would not meet traditional sound credit eligibility requirements. This was often accomplished through the use of Farmers Home Administration second mortgage financing. Loan liquidation procedures were tailored for young farmers to ease the repayment burden. The program is making favorable progress and is maintaining a sound base for the investing public.

NATIONAL AERONAUTICS AND SPACE ADMINISTRATION

530

United States Benefits of Improved Worldwide Wheat Crop Information from a Landsat System.

Klaus P. Heiss, ECON, Inc. 76-122-1B. January 31, 1976. 240 pp.
Agency Sponsoring Evaluation: National Aeronautics and Space Administration.

Agency Managing Program: National Aeronautics and Space Administration: Office of Applications

Programs Evaluated: Space Applications

Budget Function: General Science, Space, and Technology: Space Science, Applications, and Technology (254).

Authority: National Aeronautics and Space Act of 1958, as amended (42 U.S.C. 2451 et seq.).

Public Availability: National Aeronautics and Space Administration; Office of Policy Analysis; Washington, DC 20546

Large benefits can be obtained in agriculture from the benefits to the United States of such public on wheat crops are, on the average, \$174 million annually, true directly to U.S. consumers in the form of lower prices for wheat and wheat products. These benefits are production and demand. These benefits are as much as three times the cost of the program. More accurate and objective worldwide wheat crop information using space systems may have a very stabilizing influence on world commodity markets, in part making possible the establishment of long term stable trade relationships.

OFFICE OF EDUCATION

531

Evaluation of the Impact of ESEA Title I Programs for Migrant Children of Migrant Agricultural Workers; Executive Summary.

Exotech Systems, Inc., Falls Church, VA. January 25, 1974. 410 pp.

Agency Sponsoring Evaluation: Office of Education: Office of Planning, Budgeting, and Evaluation

Agency Managing Program: Office of Education

Programs Evaluated: Educationally Deprived Children-Migrants (13 429)

Budget Function: Education, Manpower, and Social Services: Elementary, Secondary, and Vocational Education (501).

Authority: Elementary and Secondary Education Act of 1965 (P.L. 89-10).

Public Availability: ERIC, Document Nos. ED 093 524-093 527

Data Base Reference: E-00501027

Allocations increased to \$72.8 million in fiscal year 1973, with programs operating in all States except Hawaii and Alaska. Participating were 250,000 children, the majority of whom were in kindergarten through sixth grade. Ten States were selected for principle study, based on their high percentages of migratory workers. Migrant children fall behind their nonmigrant counterparts in grade level and achievement, most markedly in the third and fourth grades. This may indicate a deficiency in basic reading and arithmetic skills. Most migrant students drop out of school before the ninth grade, most, however, would like to remain in school in spite of economic and academic pressures. Migrant parents expressed satisfaction with the experiences of their children in school, and most desired that their children go on to postsecondary education. Real and perceived academic failure and frustration are powerful factors in the dropout pattern. A possible solution is a secondary program providing economic support, effective remedial work, and a clear sequence of activities aimed toward the career goals of the students and their parents.

OFFICE OF HUMAN DEVELOPMENT

532

Outreach of the Nutrition Program for the Elderly.

Opinion Research Corp., Princeton, NJ. EDC 502. December 1975. 196 pp.

Agency Sponsoring Evaluation: Administration on Aging.

Agency Managing Program: Office of Human Development

Programs Evaluated: Aging-Nutrition Program (13.635)

Budget Function: Education, Manpower, and Social Services (500).

Authority: Older Americans Act of 1965, as amended (P.L. 89-73, 42 U.S.C. 3001 et seq.). P.L. 90-42. P.L. 91-69. P.L. 92-258. P.L. 93-29. P.L. 93-351. P.L. 94-135.

Public Availability: NTIS; Document No. SHR 0001356

This study investigates the quality of the outreach component of the Aging Nutrition program. Outreach involves efforts made to inform people of the existence and nature of the program and to recruit eligible persons. Questions included whether outreach was needed or used in the initial filling of sites, used for replacement purposes, or used on a continuing basis to reach the needy. Interviews were conducted with 2,000 randomly selected persons, both participants at 30 nutrition program sites and others living in the areas served by the sites. The study found that sites tend to be either "open" (in which participants come once or twice a week and nutrition is a primary goal) or "needy" (in which participants eat four to five times a week, and nutrition is considered relatively less important than socialization). Outreach at open sites is mostly by word of mouth and at needy sites is heavily promoted by personal contact. Participants at the sites were found to be better off than nonparticipants in terms of both nutrition and mental health, although, of course, this cannot be attributed more to the program than to self-selection. Recommendations concern overall project direction, areas

of interest to project personnel at the local level, and future evaluation.

SOCIAL AND REHABILITATION SERVICE

533

Public Assistance-Allocation of Costs to Administer the Food Stamp and Food Distribution Programs, Georgia.

EDC 1129, January 1977. 19 pp.

Agency Sponsoring Evaluation: Department of Health, Education, and Welfare; Assistant Inspector General for Auditing.

Agency Managing Program: Social and Rehabilitation Service

Programs Evaluated: Public Assistance-Maintenance Assistance (State and Local Administration) (13.761)

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Authority: Social Security Act of 1935, as amended (P.L. 74-271; 42 U.S.C. 601 et seq.; 42 U.S.C. 1301 et seq.; 42 U.S.C. 1351 et seq.). (P.L. 86-571; 24 U.S.C. 321 et seq.).

The allocation of costs for administering the Food Stamp program by the Georgia Department of Human Resources was audited from 1974 through 1976. The major objective was to ascertain if amounts claimed for Federal financial participation were limited to only those costs involved in reviewing the eligibility of public assistance recipients for the food stamp program. A secondary objective was to evaluate the adequacy of State agency instructions to county agencies on claiming Federal financial participation for costs associated with operating the food stamp program. Cost allocation procedures by the Department of Human Resources were generally adequate with regard to public assistance and food programs. Cost allocation procedures were not satisfactory for joint county workers who were not properly allocated to the food stamp program. Before October 1975, only salaries, fringe benefits, and travel costs were directly charged to public assistance and nonpublic assistance programs. Other costs, such as equipment, supplies, and data processing, were charged indirectly. It was recommended that steps be taken to implement the direct costing method. Georgia's Department of Human Resources essentially agreed with the findings of the audit.

534

Review of HEW's Participation in the Cost of Administering the U.S. Department of Agriculture's Food Stamp Program in Oklahoma.

EDC 1113, January 1977. 21 pp.

Agency Sponsoring Evaluation: Department of Health, Education, and Welfare; Assistant Inspector General for Auditing.

Agency Managing Program: Social and Rehabilitation Service

Programs Evaluated: Public Assistance-Maintenance Assistance (State and Local Administration) (13.761)

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Authority: Social Security Act of 1935, as amended (P.L. 74-271; 42 U.S.C. 601 et seq.; 42 U.S.C. 1301 et seq.; 42 U.S.C. 1351 et seq.). (P.L. 86-571; 24 U.S.C. 321 et seq.).

Oklahoma's Department of Institutions, Social, and Rehabilitation Services was audited from July 1, 1972, through December 31, 1975, to evaluate its administration of the Food Stamp program. It was found that the State did not charge costs totaling \$562,673 to the Food Stamp program due to an oversight. Due to this oversight, \$560,899 was incorrectly charged to HEW. During the audit period, the State did not allocate all administrative, travel, and other county overhead costs to the program. Other cost allocation errors were made with regard to data processing overhead costs and postage costs. The State did not allocate to the Food Stamp program any costs related to the data processing of case information, even though such information was employed to determine the eligibility of recipients for Food Stamps. Costs for processing case information were

charged to HEW public assistance and State-supported programs. The State took corrective action on procedures pertaining to county administrative and overhead costs, data procedures pertaining to county administrative and overhead costs, data processing overhead costs, and postage costs. The State generally concurred.

TENNESSEE VALLEY AUTHORITY

535

Analysis and Review of the Valley Agricultural Resource Development Program.

Billy J. Bond, Porter L. Russ November 11, 1975. 65 pp.

Agency Sponsoring Evaluation: Tennessee Valley Authority: Office of Agricultural and Chemical Development.

Agency Managing Program: Tennessee Valley Authority: Div. of Agricultural Development

Programs Evaluated: Regional Resources Development

Budget Function: Natural Resources, Environment, and Energy; Water Resources and Power (301); Agriculture: Agricultural Research and Services (352).

Authority: Tennessee Valley Authority Act of 1933, as amended (16 U.S.C. 12A).

This document reviews and evaluates the status of The Tennessee Valley Authority's (TVA) regional agricultural resource development program. Included are an analysis of the program, including current program objectives and program activities associated with these objectives; a description of the internal and external environment under which the program functions; and recommendations for changes in direction and emphasis. Based on the evaluation, future program activities will be directed to increasing food production output; improving lime and fertilizer use; improving production efficiency, lessening the impact of input cost increases; improving resource allocation and financial management; developing a needed marketing infrastructure; reducing the conversions of good cropland from agriculture; introducing high-yielding, high income enterprises to reduce land use pressures; testing and introducing new TVA fertilizers; giving special attention to low income rural families; and further developing beneficial uses of waste heat from TVA powerplants for agricultural production.

536

Fertilizer Research and Development Program Evaluation.

Charles H. Davis. October 1975. 69 pp.

Agency Sponsoring Evaluation: Tennessee Valley Authority: Office of Agricultural and Chemical Development.

Agency Managing Program: Tennessee Valley Authority: Div. of Chemical Development

Programs Evaluated: National Fertilizer Development

Budget Function: Natural Resources, Environment, and Energy; Water Resources and Power (301); Agriculture: Agricultural Research and Services (352).

Authority: Tennessee Valley Authority Act of 1933, as amended (16 U.S.C. 12a).

The evaluation contains background, description of the present program, the external situation, objectives of the future Tennessee Valley Authority Fertilizer Research and Development program, and implementation of the future program. Broad interrelated objectives of the program for 1976-81 were formulated to satisfy pressing national needs. Achieving these objectives will require more emphasis on basic research. These objectives are: completing conversion of the demonstration plant processes to utilization of wet-process phosphoric acid and urea, continuing to improve existing technology, increasing the efficiency of fertilizer utilization, minimizing pollution, conserving natural resources, decreasing energy consumption, and developing technology independent of petroleum and natural gas feedstock or energy. Specific projects to be emphasized in the next

5 years are identified. The two of highest priority are ammonia from coal (an investigative phase report has been prepared, November 5, 1976) and utilization of marginal or low-grade phosphate rock. Others include: controlled-release fertilizers, processes that conserve energy by utilization of the heat of chemical reactions, recovery of uranium from wet-process phosphoric acid, and bridging the gap between recovered sulfur byproducts of the electric power industry and the fertilizer industry. Management strategy and resource requirements of the future program are described.

537

The Tennessee Valley Authority's National Fertilizer Introduction Program.

Billy J. Bond. Circular 2-79. April 1977. 49 pp.

Agency Sponsoring Evaluation: Tennessee Valley Authority: Office of Agricultural and Chemical Development.

Agency Managing Program: Tennessee Valley Authority: Office of Agricultural and Chemical Development

Programs Evaluated: National Fertilizer Development

Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301); Agriculture: Agricultural Research and Services (352).

Authority: Tennessee Valley Authority Act of 1933, as amended (16 U.S.C. 12A)

Chemical fertilizers are the lifeblood of modern American agriculture. The National Fertilizer Development Center of the Tennessee Valley Authority (TVA) is the primary source of new technology for making better fertilizers and more effective use of the resources used in fertilizer manufacture. This report highlights major contributions of fertilizers and fertilizer technology to the United States and to the world during the last 4 decades. It identifies specific impacts of fertilizers on increased agricultural production, food prices and dietary practices, soil conservation, and the Nation's economic posture; and it presents an analysis of the critical importance of TVA's fertilizer development and introduction programs—both to date and for the future—to the efficiency of American agriculture and to all consumers. The TVA fertilizer program has one of the most effective introduction processes of any Government agency, and a strong introduction program is necessary; otherwise most new fertilizer technology will not move into the economy to ultimately benefit farmers and consumers. An array of promising new products that can be expected to change the face of the entire industry within the next decade is contained in the present introductory program. Diminished effectiveness will result without sufficient tonnages of products for testing and development. The 1978 plans include a minimum level of fertilizer to be distributed in an introduction program. This level is inadequate for a fully effective program for the future.

Appendix 5

Major Food Legislation

Citations in this appendix relate to significant food-related legislation enacted through the 95th Congress, First Session.

538

Food and Drugs Act of 1906 (P.L. 59-384; 34 Stat. 768).

This act was the first Federal food and drug law. It was updated by the Federal Food, Drug and Cosmetic Act of 1938 (52 Stat. 1040) which provided authority for the broad and varied regulation of food, drugs, cosmetics, and medical devices. The act prohibited the adulteration or misbranding of all such products. Further, it set forth specific, premarketing requirements regarding certain drugs, food additives, and color additives. The act was last amended in 1976 by the Health Research and Health Services Amendments of 1976 (90 Stat. 539).

539

Packers and Stockyards Act [of] 1921 (P.L. 67-51; 42 Stat. 159).

This act was designed to regulate interstate and foreign commerce in livestock, livestock products, dairy products, poultry, poultry products, and eggs. The general provisions of the act: (1) required that accounts and records of business be kept and set out punishments for failure to do so; (2) authorized the Federal Trade Commission to enforce the act; (3) named the Attorney General to institute court proceedings for enforcement; and (4) authorized the Secretary of Agriculture to set rules and regulations for administration of the act. The act was last amended September 13, 1976 by P.L. 94-410 to: (1) establish a statutory trust to protect the public interest from inadequate financing; (2) give authority to the Secretary to request a temporary injunction or restraining order; (3) call for prompt payment for purchase of livestock; and (4) give Federal preemption of State and local requirements.

540

Capper-Volstead Act of 1922; Co-operative Marketing Associations Act (P.L. 67-146; 42 Stat. 388).

This act enabled persons engaged in the production of agricultural products (such as farmers, planters, ranchmen, dairymen, and nut or fruit growers) to act together in associations, corporate or otherwise, with or without capital stock in collectively processing, preparing for market handling, and marketing in interstate and foreign commerce.

541

Grain Futures Act (P.L. 67-331; 42 Stat. 998).

The act set forth prohibitions in dealing in commodity futures, designated businesses engaged in buying, selling, or receiving grain for sale or consignment as "boards of trade," and set conditions and

requirements for their operation. It also set guidelines for cooperatives and corporations, required reports by the Secretary of Agriculture and registration of commissioned merchants and brokers, and included commodity futures trading under the provisions of the Interstate Commerce Act. The act was amended June 15, 1936, changing the name to the "Commodity Exchange Act." The act was most recently amended by the Commodity Futures Trading Commission Act of 1974 (P.L. 93-463) to establish the Commodity Futures Trading Commission.

542

Soil Conservation and Domestic Allotment Act of 1935 (P.L. 74-46; 49 Stat. 163).

This act combined the objective of promoting soil conservation and profitable use of agricultural resources with that of reestablishing and maintaining farm income at fair levels. The goal of income parity was introduced into legislation for the first time. A third major objective of the act was to allow for the protection of consumers by assuring adequate supplies of food and fiber. This act was last amended by the Rural Development Act of 1972 (P.L. 92-419).

543

Rural Electrification Act of 1936 (P.L. 74-605; 49 Stat. 1363).

The act established the Rural Electrification Administration (REA) as a lending agency with responsibility for developing a program for rural electrification. The act was amended in 1949 authorizing REA to make loans to improve and extend telephone service in rural areas. In 1973 authority to guarantee loans made by non-REA lenders was authorized by an amendment. This act was last amended by the Rural Electrification Administration Technical Amendments Act of 1976 (P.L. 94-570). These amendments corrected unintended inequities in the interest rate criteria for REA borrowers.

544

Agricultural Adjustment Act of 1938 (P.L. 75-430; 52 Stat. 31).

This act combined the conservation program of 1936 legislation with new features designed to meet drought emergencies as well as price and income crises resulting from surplus production. Marketing control was substituted for direct production control, and authority was based on congressional power to regulate interstate and foreign commerce. Title V of this act established the Federal Crop Insurance Corporation to insure wheat producers against unavoidable losses in production.

545

Department of Agriculture Organic Act of 1944 (P.L. 78-425; 58 Stat. 734).

This act provided for the control and eradication of certain animal and plant pests and diseases, cooperation with the states in fire control in National forests, application of agricultural conservation and related programs, operation of the Farm Credit Administration and the Rural Electrification Administration, and orderly marketing of agricultural commodities. This act was last amended in 1976 (P.L. 94-231) to clarify the authority of the Secretary of Agriculture to control and eradicate plant pests and for other purposes.

546

National School Lunch Act (P.L. 79-396; 60 Stat. 230).

The act was designed to safeguard the health and well-being of the Nation's children and to encourage the domestic consumption of nutritious agricultural commodities and other food. This was to be accomplished by assisting the States in providing an adequate supply of foods and other facilities for the establishment, maintenance, operation, and expansion of nonprofit school lunch programs. The act was last amended in 1977 by the National School Lunch Act and Child Nutrition Amendments of 1977 (P.L. 95-166; 91 Stat. 1325).

547

Agricultural Marketing Act of 1946 (P.L. 79-733; 60 Stat. 1087).

This act set out the duties of the Secretary of Agriculture relating to agricultural products, stated the basis for allotment of funds to States and the minimum sum for contracting, and required cooperation between Federal and State agencies. The act was last amended by the Education Amendments of 1972 (P.L. 92-318).

548

Agricultural Act of 1948 (P.L. 80-897; 62 Stat. 1247).

If producers had approved marketing quotas, the act provided mandatory price support at 90% of parity for the 1949 crops of wheat, corn, rice, peanuts (marketed as nuts), cotton, and tobacco marketed before June 30, 1950. The act authorized the Secretary of Agriculture to require compliance with production goals and marketing regulations as a condition of eligibility for price support to producers of all nonbasic commodities marketed in 1949. This act was superseded by the Agricultural Act of 1949 which set support prices for basic commodities at 90% of parity for 1950 and between 80 and 90% for 1951 crops. These supports were effective if producers had not discontinued marketing quotas or (except for tobacco) if acreage allotments or marketing quotas were in effect. The act also provided for loans to cooperatives for the construction of storage facilities and for certain changes with respect to acreage allotment and marketing quota provisions.

549

Agricultural Act of 1949 (P.L. 81-439; 68 Stat. 1051).

This act made innovations in the cotton and corn support programs. It also provided for continuation of supports for rice without

requiring the level of support to be based on supply. Price supports for most feed grains became mandatory.

550

Agricultural Trade Development and Assistance Act of 1954 (P.L. 83-480; 68 Stat. 454; 7 U.S.C. 1704).

This act served as the basic authority to sell surplus agricultural commodities for foreign currency, make shipments for emergency relief, and, barter farm products for strategic material. The act directed that the President: (1) give priority consideration to making available the maximum feasible volume of food commodities required by those countries most seriously affected by food shortages and by inability to meet immediate food requirements on a normal commercial basis; (2) continue to urge all traditional and potential new donors of food, fertilizer, or the means of financing these commodities to increase their participation in efforts to address the emergency and longer term food needs of the developing world; (3) render U.S. assistance to efforts by aid-receiving countries to increase their own agricultural production (with emphasis on development of small, family farms) and distribution of food commodities; (4) give special consideration to the potential for expanding America's agricultural markets abroad in the allocation of commodities or concessional financing; and (5) give appropriate recognition and support to a strong and viable American farm economy in providing food security for foreign and domestic consumers. This act was extended by the Food and Agriculture Act of 1977 (P.L. 95-113).

551

Agricultural Act of 1954 (P.L. 83-690; 68 Stat. 916).

This act established price supports for the basic commodities on a flexible basis. The transition to flexible support was to be based on set asides of basic commodities. Special provisions were added for various commodities.

552

Agricultural Act of 1956 (P.L. 84-540; 70 Stat. 188).

The Soil Bank was established under this act. The Soil Bank program was designed to adjust supply and demand of agricultural products by taking farmland out of production. The program was divided into two parts, an acreage reserve and a conservation reserve. The specific objective of the acreage reserve was to reduce the amount of land planted to allotment crops. Under its terms, farmers cut land planted to these crops below established allotments or the base acreage and received payments for diverting this land to conservation. The last year of the program was 1958. All farmers who participate in the conservation reserve by designating cropland as using it for conservation.

553

Poultry Products Inspection Act (P.L. 85-172; 71 Stat. 441).

This act provided for the inspection of poultry and poultry products and regulated the processing and distribution of such articles to prevent the movement or sale in interstate or foreign commerce of adulterated or misbranded poultry products. The Wholesome Poultry Products Act (P.L. 90-492; 82 Stat. 791, August 18, 1968) amended the original act by: (1) adding provisions that diseased poultry and poultry products would be condemned through uniform inspection standards, supported by scientific fact or criteria; and (2) striking out the provisions that provided for inspection by the inspection service to prevent the movement (in interstate commerce or foreign commerce or in a designated major consuming area) of unwholesome or adulterated poultry products.

554

Food Stamp Act of 1964 (P.L. 88-525; 78 Stat. 703).

The purpose of this act was to promote the distribution of the country's agricultural abundance to lower income households to alleviate hunger and malnutrition in these households. The act authorized the Secretary to set up the coupon program, determine eligibility requirements for households, and regulate the issuance of the coupons. This act was last amended by the Food and Agricultural Act of 1977 (P.L. 95-113).

555

Appalachian Regional Development Act of 1965 (P.L. 89-4; 79 Stat. 12).

This act provided for the control and prevention of erosion and sediment damages in the Appalachian region and promoted the conservation and development of the soil and water resources of the region. The Secretary was authorized to enter into agreements of not more than 10 years with landowners, operators, and occupiers, individually or collectively, in the Appalachian region. The agreements provided for land stabilization, erosion and sediment control, reclamation, and conservation. This act was last amended by the Appalachian Regional Development Act Amendments of 1975 (P.L. 94-188).

556

Food and Agriculture Act of 1965 (P.L. 89-321; 79 Stat. 1206).

Milk was one of the commodities covered by this act. After producers in a milk marketing area had approved an overall plan authorized by this legislation, each dairy producer in a milk marketing area received a fluid milk base, which allowed him to cut surplus production. This act extended the Wool Act of 1954 and the volun-

tary feed grain program begun in 1964. The rice program was continued, but an acreage diversion program similar to the one covering wheat would become effective whenever the national acreage allotment for rice was reduced below the 1965 figure. This act established a Cropland Adjustment Program, which authorized the Secretary to enter into 5- to 10-year contracts with farmers. These contracts called for converting cropland in order to conserve water, soil, wildlife, or forest resources; or establish, protect, or conserve open spaces, national beauty, wildlife or recreational resources; or prevent air or water pollution.

557

Child Nutrition Act of 1966 (P.L. 89-642; 80 Stat. 885).

The objective of this act was to strengthen and expand the food service programs for children. The act authorized the special milk and school breakfast programs and also authorized a nonfood assistance program for the States. This act was last amended by the National School Lunch and Child Nutrition Act Amendments of 1977 (P.L. 95-166).

558

Agricultural Act of 1970 (P.L. 91-524; 84 Stat. 1358).

This act established a 3-year program that discontinued the use of acreage allotments and marketing quotas for wheat, upland cotton, and feed grains. To qualify for price support, the farmer was required to keep a specific percentage of his cropland out of production, with this acreage set aside for conservation use. He could then grow whatever he wished on his remaining land except for the crops that remained under controls—the so-called quota crops—because of earlier legislation not affected by the new act. The act also authorized payments to beekeepers who, through no fault of their own, had suffered

sugar consumers and those engaged in the domestic sugar producing industry; and to promote the export trade of the United States. The 1971 act authorized the Secretary of Agriculture to implement a U.S. sugar program. To accomplish this the Secretary established the Sugar Division of the Agricultural Stabilization and Conservation Service (ASCS), U.S. Department of Agriculture.

560

Farm Credit Act of 1971 (P.L. 92-181; 85 Stat. 583).

This act directed that the Farm Credit System come under the supervision of the Farm Credit Administration. The purpose of the System was to provide further sound, adequate, and constructive credit to American farmers and ranchers. The Farm Credit System includes: Federal land banks, the Federal land bank associations, the Federal intermediate credit banks, the production credit association, and the banks for cooperatives. This act was last amended in 1975 by the Farm Credit Act of 1971 amendments (P.L. 94-184).

561

Rural Development Act of 1972 (P.L. 92-419; 86 Stat. 657).

The general purpose of the act was to provide for improving the economy and living conditions of rural America. The act amended the Consolidated Farmers Home Administration Act of 1961, The Watershed Protection and Flood Prevention Act (P.L. 83-566), and the Bankhead-Jones Farm Tenant Act (7 USC 1011). The act also authorized the Secretary of Agriculture to provide financial, technical, and other assistance to the States to prevent, control, and suppress wildfires threatening human life, livestock, wildlife, crops, pastures, orchards, rangeland, woodland, farmsteads, or any other improvements. The Secretary was also authorized to cooperate and with colleges and universities to provide the essential necessary for successful rural development programs. as set out in the act were: Rural Development Extension

vented from planting any portion of allotments because of drought, flood, or natural disaster, or other conditions beyond their control. The Secretary was directed to determine and apportion natural acreage allotments for wheat, feed grains, and upland cotton. Public Law 83-480 was extended for another 4 years. Long term contracts for 17 to 25 years were authorized for the Rural Environmental Conservation Program and the Waterbank Program, and the dairy and beekeeper indemnity programs were continued.

563

Egg Research and Consumer Information Act (P.L. 93-428; 88 Stat. 1171).

The act authorized the Secretary of Agriculture to establish and appoint an Egg Board to administer the act to insure an effective and continuous coordinated program of research, consumer and producer education, designed to strengthen the egg industry's position in the marketplace, and maintain and expand domestic and foreign markets and uses for eggs, egg products, spent fowl, and products of spent fowl of the United States."

564

Federal Land Policy and Management Act of 1976 (P.L. 94-579; 90 Stat. 2743).

This act called for the establishment of public land policy and contained guidelines for its administration. It also provided for the management, protection, development, and enhancement of public lands. This public law amended the Arid Land Act of 1888 (25 Stat. 526) which originally set aside funds for: (1) investigating the extent to which the arid regions of the United States could be redeemed by irrigation; and (2) the selection of sites for reservoirs and other hydraulic work necessary for storage of water for irrigation. The 1976 act repealed the provisions of the 1888 act dealing with the reservation of reservoir sites. The 1976 act also extended U.S. reserved water rights include Indian reservations and other Federal lands.

565

United States Grain Standards Act of 1976 (P.L. 94-582; 90 Stat. 2867).

The act established within the Department of Agriculture the Federal Grain Inspection Service to administer inspection and weighing requirements for grain shipped outside the United States, prescribe, charge, and collect inspection fees to cover costs of inspection; conduct inspections of grain inspection operations; and assess penalties on violators of the act.

566

Food and Agriculture Act of 1977 (P.L. 95-113; 91 Stat. 913; 7 U.S.C. 1281).

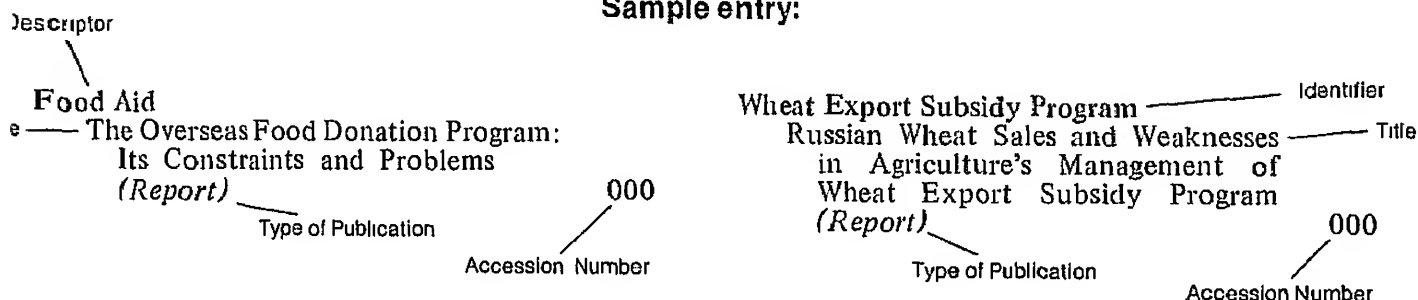
The act extended for 4 years the commodity, Food for Peace (P.L. 83-480), and food stamp programs which would have expired on September 30, 1977. The cost of the act is estimated at \$11 billion a year, with over \$5 billion of that going into the food stamp program. Some of the major provisions of the act include (1) increased wheat and corn target prices and loan rates; (2) a sugar support program; (3) a mandatory soybean loan program with an unspecified floor; (4) a fixed instead of variable milk price support program; (5) indemnity payments to dairy farmers for losses due to toxic substances; (6) ice cream quality standards designed to limit use of whey and casein; (7) increased payment limitations on most grains; (8) provision for a 3-5 year grain reserve of 300-700 million bushels; (9) authorization for the President to negotiate an international emergency food reserve; (10) authority to establish set-aside programs; (11) increased funding for P.L. 480, (12) an expanded agricultural research and education program; (13) provision that the government pay 100% of the supervisory cost of federal grain inspection; (14) a provision directing USDA to "develop and implement a national food and human nutrition research and extension program;" (15) a food stamp program eliminating the purchase requirement; and (16) revisions to the crop disaster program that include elimination of the "historical acreage" allotment

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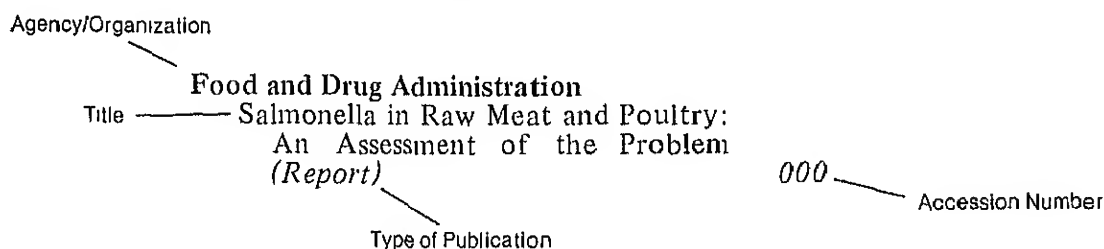
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